THE SURVEY

Vol. LXX. No. 8 MONTHLY August 1934

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SO THEY SAY

Democracies may not sleep without risking their lives.—*Nicholas Murray Butler, Columbia University.*

It is always easy to yell loyalty; it is very hard to define to what one ought to be loyal.—*Norman Thomas, New York.*

The strongest imperative of youth is the desire neither for wealth nor for pleasure, but for experience.—*The New Republic.*

Democracy begins where there is more liberty than compulsion for the opposition.—*Gaetano Salvemini in Harvard Graduates' Magazine.*

Fortunately for us business men the masses of Americans are not satisfied with their present level of living.—*Edward A. Filene, Boston.*

I consider myself a good feminist, but I want my work recognized because it is work, not because a woman did it.—*Frances Perkins, secretary of labor.*

Nothing is ever accomplished by a committee unless it consists of three members one of whom happens to be sick and another absent.—*Hendrik Willem van Loon.*

With a job there is a future; without a job there is slow death of all that makes a man ambitious, industrious and glad to be alive.—*E. Wight Bakke in The Unemployment Man.*

Difficult situations are met not according to the college training an individual has had but according to the germ plasm and genes he has inherited.—*Dr. Beverley Tucker, Richmond, Va.*

Many people seem to imagine that the only truths that have any right on the traffic ways of the mind are this year's stream lined models.—*Dr. Halford E. Luccock, Yale Divinity School.*

It is easier to accept the risks of battle for one's self and even for one's own son than it is to subordinate desire for profits to love of country.—*George A. Coe in Educating for Citizenship.*

The problem in our correctional institutions for juveniles is not so much a problem of the children as of the adults in charge of the children.—*Illinois Joint Conference on Problems of Correctional Education.*

Our histories seem to be little more than the elaborately recorded misbehavior of males.—*Prof. William Morton Wheeler, Harvard University, to the American Association for the Advancement of Science.*

The cards seem to be stacked against the American social worker. He must struggle not only with the troubles of the poor but with the motives of the rich.—*Maria Rogers and Edward J. Fitzgerald in American Mercury.*

The owner of property has no more right to let a house that is unfit for habitation than an owner of meat or milk is entitled to sell meat or milk that is unfit for human consumption.—*Sir Raymond Unwin, Ministry of Health, Great Britain.*

Public works cannot and should not be a slap-dash affair. To the impatient—and I am one of them—they seem to start with glacial slowness. But they also move with glacial sureness.—*Harold L. Ickes, public works administrator.*

I wonder whether we might license parents; whether we might require, not a certificate to have children—that is another story—but maybe a license to rear them.—*Dr. George H. Preston, state commissioner of mental hygiene, Maryland.*

The so-called "rugged individualism" of our mountain people has been nothing more or less than a stoic endurance of hardships and a lack of self-expression.—*Florence S. Adams, Birmingham, Ala., to Annual Conference of Southern Mountain Workers.*

In fast and loose days the professor lacks the nerve and speed to draw conclusions from the storm of facts about him. He must take refuge in "social research," a hoary alibi, by piling up a lot of "data" into mountains of statistics which smother their explosive implications.—*Benjamin Stolberg in Vanity Fair.*

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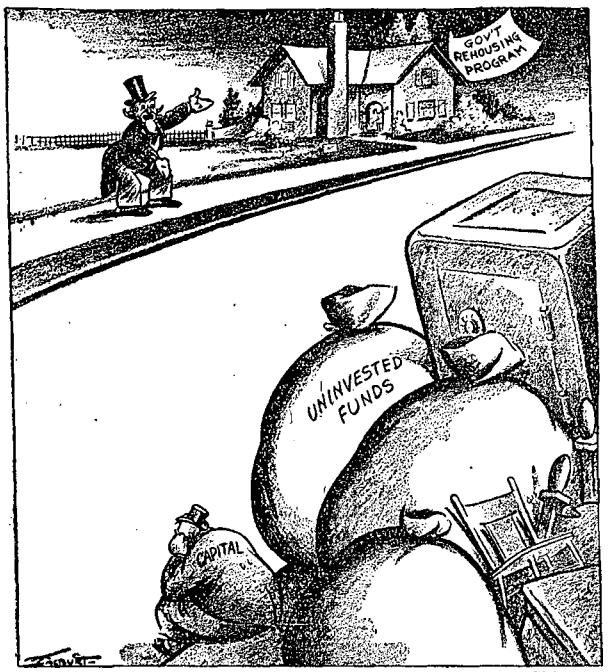
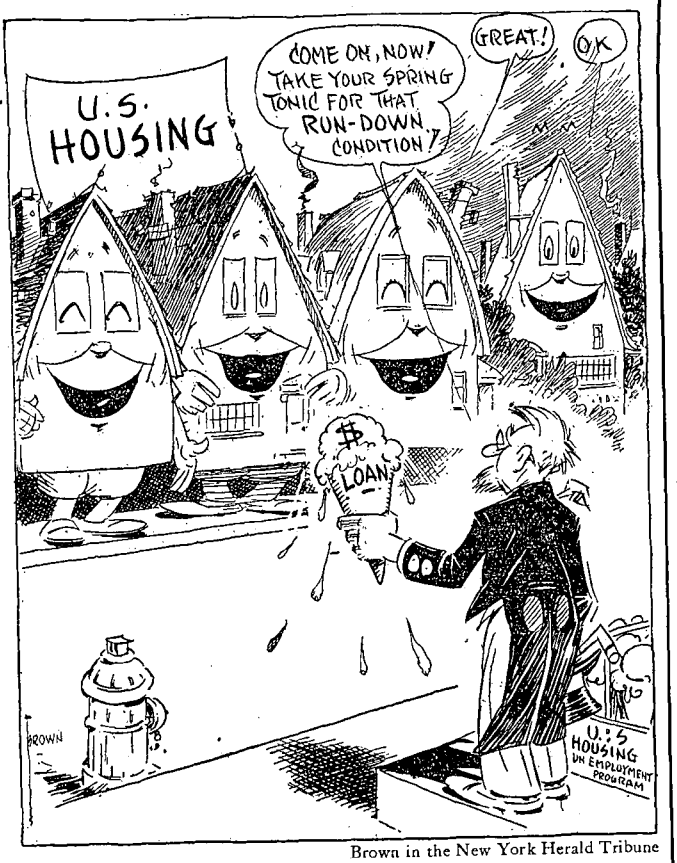


Talburt in the New York World-Telegram

Moving Day

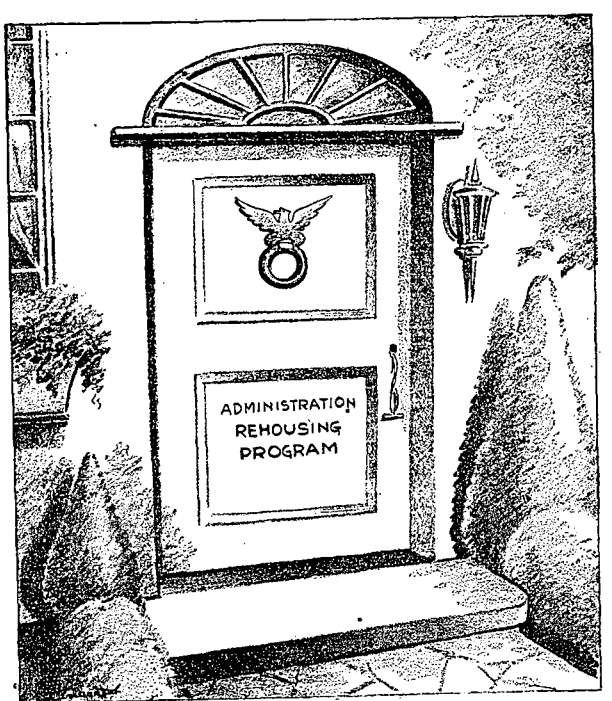


Brown in the New York Herald Tribune

Not sulphur and molasses this time

Warren in the Buffalo Evening News

Still Climbing



Talburt in the New York World-Telegram

Another Door to Recovery

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THE SURVEY

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The Puzzle of Public Housing

By CHARLES S. ASCHER
Executive Director, National Association of Housing Officials

WHERE does the federal housing program stand today? Where is it going? The interested public is justifiably confused by the developments of the last few months. Of the twenty approved projects listed in Survey Graphic in March, only five are under construction. The earmarkings of funds for most of the others have been withdrawn; although some of them may be constructed directly by the federal government. Men long known as leaders in arousing understanding of housing problems and as creative planners in this special field have left the Housing Division of the PWA; eager newshawks have hinted at scandals, despite the explicit statements of the authorities that only differences of opinion over administrative procedures were involved, and despite the men's lifelong reputations for rare integrity. The housing construction activities of PWA (both the Housing Division and the Public Works Emergency Housing Corporation) have been put in charge of Horatio B. Hackett, a man not previously identified with the housing movement, with a military title and a long experience in skyscraper construction. And now we have a new National Housing Act, with a new federal housing administrator, James A. Moffett, a former executive of the Standard Oil Company where he had charge of industrial construction, and his deputy, Albert L. Deane, "a practical business man with a lot of experience in instalment selling"—of automobiles.

What kind of a picture does this give us? Are we justified in concluding (as some have been quick to suggest) that all is over with the movement for public housing?

I do not think so. We can justly conclude that it has not been possible in a few months to devise legal and administrative techniques for a type of public undertaking new to peace-time America. True, during the War the government built houses, and built them in a hurry; but there was no requirement in the statutes that the projects be self-liquidating or that the government's investment be reasonably secured. We have talked of the depression as an emergency, but in the field of public works we have not faced it in the spirit of an emergency, as we did during the War. And by "we," I mean the general public; for, as the result of wide travels this year, I have been forced to conclude that responsible public opinion on the whole has approved deliberation and double-checks on the safety of the public moneys more than it has deplored apparent delays. This is a fact for Survey readers to ponder upon.

We can conclude also that in the field of housing, as in every other field of public administration, social vision and creative thinking must be accompanied by rare executive skill.

Hence the National Housing Act. The use of that name for a measure concerned chiefly with the insurance of mortgages and building - and - loan shares is the best tribute to the extent to which housing has become the word of the hour. The new act is an attempt to entice private capital back into the construction business; its genesis was in the minds of economic advisers to several

THE PWA Housing Division, Horatio B. Hackett, director, is concerned solely with projects involving clearance of slums and the construction of low-cost, multiple-group dwellings by limited-dividend corporations or by the division itself in cooperation with local housing authorities. It may either spend or lend PWA funds.

The Federal Housing Administration, James A. Moffett, administrator, is concerned with the repair of existing houses and the construction of new homes largely by the insurance of mortgages and building and loan shares. It may insure mortgages on low-cost housing and slum clearance, but all its activities are independent of the PWA Housing Division. It insures but does not spend or lend.

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governmental departments who felt that the sticking-point in recovery was the prostrate condition of the capital-goods industries. I cannot blame the industrial interests for joining with them in urging some other form of governmental help in the interest of economic recovery while we were so painfully evolving the techniques for public housing. It was fruitless for housing enthusiasts to clamor for appropriations of billions for public housing while federal departments were deadlocked over approved methods of spending the first $125 million.

Arthur C. Holden described in the July Survey Graphic the elements of the Fletcher bill; the law as enacted is substantially the same. Instead of the series of new corporations proposed in the bill, the act leaves the whole administration to a federal housing administrator, with wide discretionary powers to establish rules and regulation. Congress struck out the clause in the bill, "to discourage socially undesirable building," as being too vague. Instead, insurable loans must be on projects deemed by the administrator to be "economically sound." This change need not be significant, if the housing administrator is guided by a social viewpoint. It is just as important from the standpoint of economics as social welfare that speculative overbuilding be discouraged; that individual loans conform to a comprehensive plan for orderly community growth.

FINALLY, the act contains a section (207) inserted at the instance of the New York City Housing Authority, extending the governmental insurance to mortgages of public authorities or publicly regulated limited-dividend companies for low-cost housing projects—without the limitations on due dates or percentages of appraised value which govern other loans. Chairman Langdon W. Post feels that with such insurance, it may be possible to attract private capital in large sums to aid in the kind of housing which we can call housing.

It is too early to appraise the effect of the new act. Its long-term phase, providing for the insurance of twenty-year mortgages up to 80 percent of the value of the small dwelling ($20,000 or under) can go a long way to reduce the terrible financial burdens imposed by our hoary system of three- and five-year mortgages, lightly assumed without reckoning the recurring charges for renewals, and the second-mortgage racket, with its bonuses and fees often making the cost to the home-owner 11 or 12 percent a year.

As for the short-term phase—the insurance of loans of $2000 or less for modernization (of any kind of real property, not dwellings alone,) made before January 1, 1936—I find that responsible leaders in the building field hope that there will not be a great ballyhoo campaign, with sharp disappointment when it is found that the public will not borrow, nor the banks lend, indiscriminately for that new bathroom, while the problem is how to meet the interest on the present mortgage. There undoubtedly is a market for modernization; I have not found anyone equipped to state how great.

These are the next steps for those of us interested in a housing program. First, to give Mr. Moffett, the federal housing administrator, every possible aid in devising "economically sound" controls for his insurance business. Others will help him appraise credit risks, but city-plan officials, housing officials, and socially-minded citizens must give him the local factual information (which he cannot possibly find in Washington) by which to determine whether the proposed loan will aid or impede orderly community growth. If, for instance, an area is so decayed that it is clearly marked as one of the first for demolition and comprehensive reconstruction under public auspices, it will be unsound in the extreme to insure a loan for the modernization of one or two of the buildings in the area: such an "improvement" will only make the eventual clearance more expensive. We must build up in our own community a recognition of the importance of such standards, even though, as a result, there be one less building job.

Secondly, to support Colonel Hackett, the new director of the Housing Division of PWA, in his primary and immediate objective: to get actual construction under way in ten or twelve cities as soon as possible. When we have shown that we know how to build $125 million of public housing, we can effectively ask for more. To this end, Colonel Hackett is surrounding himself with a corps of experienced construction men, and is developing an operating organization. There will be found on his staff, I think, men competent to deal with the social problems involved. There are barbed-wire entanglements of appraisals, surveys, title examinations, condemnation suits and the like to be gotten through under our peace-time procedures. They are being attacked—and surmounted—in Atlanta, Cleveland, Milwaukee, Indianapolis, Montgomery, Washington, Louisville, Cincinnati and other cities. Groups which are laying the groundwork elsewhere—from San Francisco to Hartford, from Minneapolis to Florida—which are accumulating the social and economic data upon which to base an intelligent and defensible local program, by housing surveys and other preliminary work, have no right to be discouraged if theirs is not one of the first ten cities. It is only if such groundwork is laid, and local interest and understanding are developed, that we can expect Congressional and executive support for a long-term public housing program. No group in Washington, however socially minded, can carry the ball alone, without wider and stronger public backing than the movement has yet generated. The creation of a housing committee by the Pennsylvania Federation of Labor, and the organization in Philadelphia, Camden and Paterson, N. J., of a Labor Housing Conference (not in the building-trades unions, but representing all unions as organized groups of consumers of low-cost housing) are encouraging developments.

THERE are still problems to solve. One is that of the eventual decentralization of the administration of public housing. As local official agencies grow in experience and background they must be given more responsibility: this job cannot be done forever from any one city, in a country of this size, and with our diversity of local customs and needs. No European central government has attempted to run all public housing from the capital. But this problem, as I have suggested, may well wait for solution till at least one governmental agency has evolved and demonstrated the basic legal and administrative techniques.

The other problem is that which confronts the federal government in many of its activities. Partly as the result of amendments embodied in the new National Housing Act, and partly as a result of other piece-meal legislation, there are now at least eight federal agencies with power to extend credit or use funds for financing or constructing housing and other dwellings, both rural and urban. The RFC, HOLC, PWA, FCA, TVA and a host of other alphabetical combinations and departments are operating in one sector or another of the same field. The National Housing Act gives the federal housing administrator power to make surveys and studies "for the development of housing" and the creation of a "sound mortgage system." Once he gets settled in his job, it is to be hoped that he will use these powers to devise some scheme for the coordination into a unified program of all the governmental agencies controlling the flow of credit and funds into housing.

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What Are We Doing to 7 Million Children?

By LEONARD W. MAYO
Faculty of the New York School of Social Work

IN the hands of youth, we are told, lies the future. Political parties, churches, learned bodies, leaders everywhere, look to youth to carry on the torch. Since youth is our hope, what then is the state of the youth of the nation, of the somewhere near 45 million children under eighteen who are the inheritors of these United States? What of their health and security? What of the forces shaping their habits and character which will in the end determine the content of their lives, the quality of their citizenship and what they make of their inheritance?

Four years ago the White House Conference on Child Health and Protection set forth in the Children's Charter the rights of American children. Although some dismissed this document as a collection of platitudes it gave expression to ideals and standards which, in the light of what has happened in the intervening years, need to be recalled. For instance, take that article of the charter which states the right of every child to "a home and that love and security which a home provides."

Right off we must face the fact that 400,000 American children, dependent and delinquent, are under care in institutions and foster homes many of which we know very well furnish small measure of "love and security," and that some 300,000 more, still in their own homes, are dependent on that form of public assistance known as mothers' aid, which according to a study made in March by the US Children's Bureau is anything but secure.

But these 700,000 dependent children are a mere corporal's guard compared with the 6 million children under eighteen who are living months and years of their young lives under the routines of mass relief, still euphemistically termed emergency. For these children, one out of seven of the youth of America, life is reduced to a catch-as-catch-can, day-by-day level of subsistence. Relief is in the home to be sure, but what security can the child feel in a home that is itself insecure, its atmosphere charged with fear and despair? Six million of its youth conditioned in insecurity and pauperized by the grocery dole is not, I submit, a very promising prospect for this or any other country.

And what of health protection, and the care and treatment of the handicapped, other inalienable rights of the heirs to the future? We have only an indication here and there of what is actually happening to the health of American children on relief but we need no exhaustive statistics to tell us that it is not to our credit. It is conservatively estimated that one fifth of all our preschool children are undernourished or in need of medical care. The ultimate results of poor nutrition in childhood, and of the neglect of preventive and remedial care are bound to become more apparent as the years go by and to constitute a heavy burden for a full generation. As for the physically and mentally handicapped, we know where we stood four years ago, and we know we have not progressed. It is a cold hard fact that of our 45 million children a good third are physically or mentally handicapped. There are three million with impaired hearing, 65,000 with defective vision, a round million with defective speech, 300,000 crippled, a million and a quarter either tuberculous or suspected of so being; 450,000 have damaged hearts, and 2½ million have well-marked behavior difficulties including the more serious mental and nervous disorders. And finally there are 6½ million who are mentally deficient, ranging from the intellectually subnormal to the 850,000 who are definitely feebleminded. And,—second brutal fact to face—only about one fifth of all these handicapped children, twenty out of every hundred, are receiving adequate care, care as good as we know how to give,—leaving, roughly, 12 million who by any ordinary reckoning do not rank high as the hope of the nation.

WELL then, with the security and physical well-being of millions of children on shaky ground, what of the schools, guarantors of that right of every American child to "an education designed to develop his abilities and vocational guidance to prepare him for his life work"? So much has been written of the state of the schools that only a few salient facts need be given here. The schools have fewer teachers by 25,000 than they had in 1930, with a million more pupils. Building has decreased 80 percent, purchase of books 20 percent. Terms have been shortened in one out of every four American city and town schools and 5000 have closed altogether. Before 1933 there were nearly a thousand school systems providing special classes for children with mental and physical handicaps. These classes have now been decidedly reduced, particularly those for the slow or retarded child, this in spite of the fact that 15 percent of the school population is in some way mentally retarded or definitely feebleminded. The visiting teachers, particular hope of this group, have been dropped off by the score as an educational frill.

Closely related to education is the new set of conditions created by unemployed youth, whether by lack of jobs or by the limitation of child labor by the NRA. The schools have neither funds nor facilities, nor generally speaking the imagination, to provide vocational training and constructive recreation for the many thousand children who, uninspired to continue their education, have nothing to do but hang around in demoralizing idleness until industry claims them. The CCC camps are taking some of them, the road is calling to others, with the transient camps as the catch-all and conflict with the law as a possible end.

And what of children in conflict with society whose right, the Children's Charter stated, is "to be dealt with as society's charge, not as society's outcast"? Our principal facilities for dealing with them include children's courts, probation, special schools and institutions, various protective agencies such as the SPCC and a sprinkling of child-guidance clinics. We have upwards of 3000 courts handling children of which perhaps 600 are devoted to them exclusively. By and large they are replicas of adult criminal courts in philosophy and method, with the appointment of judges dictated largely by

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political motives. We have over 4000 probation officers, two thirds of them working full-time with children. But the standards of appointment are uneven and progress seems terrifyingly slow when we realize that over 200,000 children pass through these courts yearly with some 20 percent placed on probation.

Another 20 percent, about 25,000, go to state correctional institutions. Here in cottage or dormitory groups of from 20 to 50 they are in daily contact with cottage and group supervisors clearly unequal to the all but impossible task, given the numbers, of changing attitudes, directing behavior and substituting new motivations and ideals for patterns of antisocial behavior. A few institutions have shown what can be accomplished with enlightened policy, competent staff and effective community coordination, but we have a long way to go before the old type juvenile prison is put out of business. We know how to do it, but somehow it is not done.

State and federal reformatories and prisons which house some 39,000 girls and boys between 15 and 21 years of age, have shown less progress than state schools for adolescents. This is not surprising in view of all their problems, but it is a fact to be faced in a consideration of the present status of youth.

THE total picture then of some seven million of our oncoming generation—and this disregards the physically and mentally handicapped—is one of insecurity, lack of medical care, the curtailment of educational facilities, treatment of behavior problems incompatible with our scientific knowledge, and all along the line a marked decrease in funds for the promotion of child welfare.

Well, what can we do about it? There are of course no lack of suggestions both thoughtful and practical. The White House Conference of 1930 made recommendations covering every phase of child welfare. The Conference on Child Dependency and Neglect urged by the Child Welfare League of America and called by President Roosevelt with Grace Abbott as leader in December 1933, made proposals for alleviating present conditions and others looking toward a more permanent recovery for childhood.

A few states have moved toward a reorganization of institutions and the improvement and training of institution personnel. The federal department responsible for probation and federal institutions is hammering away at higher standards and at legislative changes for the more adequate treatment of adolescents.

In delinquency, Sheldon and Eleanor Glueck, Frederick Thrasher, Clifford Shaw and many others have suggested such plans as neighborhood or community councils on delinquency, family and marital clinics, housing reform, increased recreation facilities, community surveys for the discovery and analysis of destructive forces and the definition of the need for additional constructive facilities; more effective coordination of existing social agencies, state departments of child welfare related to the federal department, basic changes in public-school methods and curriculum and so on.

All of these might be summed up by the statement that we need skilled, effective community organization to reveal destructive forces and infectious areas and the application of active social statesmanship to create new resources for the protection and development of childhood. We have no lack of plans based on sound surveys and common sense; what social workers, lay and professional, need to do is to find out what is blocking us so consistently in carrying out these proposals.

Among the many difficulties which face us, the foremost, I believe, are Fear, Rugged Individualism and Attention to Nonessentials.

As a group, we social workers are still afraid to lift our voices, to make effective demonstration against evils affecting families and children or to touch on moot questions in the community involving social agencies and other vested interests. Legislatures, local officials and the general public need to know what we know about the needs of children—about undernourishment, poor health, delinquency and the reasons for the existence of these things. It has been said that this is no time to talk, however accurately, about low standards and the ineffectiveness of agencies dealing with children lest financial support from the public be jeopardized. The subtle factor in that argument is that the persons who advance it have never been in favor of airing conditions which need airing. As far as they are concerned, there is no right time. But this is the time for changes in child-welfare practices and we need to rid ourselves of fears and inhibitions and to become articulate and dynamic in a situation which demands action.

Having berated the philosophy of rugged individualism in our national life, social workers are now brought face to face with the startling discovery that we have a well-developed case of the same malady in our own ranks. We are such rugged individualists in fact that we support and fight for our own agencies and our own little causes and identify ourselves so completely with them that we are unable to present a united front in our communities. As far as child welfare is concerned, we are agency-minded when we should be community-minded. This of course is the main reason that we find ourselves unable to coordinate our community services for children to eliminate waste and to meet unmet needs. We have not learned as yet to work out effective relationships between children's agencies, let alone between family societies and children's agencies.

IN an eastern city, for example, the Council and Chest discovered expensive duplication in its services for dependent children. A new agency to include two small institutions and a child-placing society was proposed and a plan carefully worked out with representatives of the three organizations and several consultants by which better service at a decided economy would be furnished. But at the last minute the entire plan was blocked by a small group of board members and one executive. Rugged individualism and agency-mindedness won and the welfare of children became a minor issue. The others on the committee apparently found it more important to satisfy these objectors than to proceed with wise community planning.

Our emphasis on nonessentials, or issues which are comparatively unimportant, have weakened our attack on more inclusive and fundamental objectives. For example, we have discussed until we are blue in the face the eternal problem of foster family homes vs. institutions. This is a nonessential—the fundamental problem is to study how we may improve all facilities for the care of children and then select the best type of care for each child. We have made issues of isolated cases of delinquency or dependency and the way they have been handled while the real problems behind them, political bosses, industrial conditions, housing, have appeared only dimly in the picture if at all. I am convinced that if we stopped

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classifying children in groups of "dependents," "delinquents," "incorrigibles" and so on and thought of them all in terms of children needing special care and education, that it would improve both philosophy and treatment.

But back of all this is something more fundamental which helps to explain the presence of these factors. That is, our almost complete lack of any sense of "mission." We have concentrated so long on techniques and methods and on our established institutions and traditions that we forget that child welfare and all of social work started as an ideal which gave to its adherents an ability to forget themselves in fighting for a principle that was bigger than they and of more importance than the agency they represented. We have smiled at the naïveté of the social worker of yesteryear and have worked assiduously to build a scientific profession unhampered by sentimentality. Of course we want a scientific profession, of course we need our body of literature, our social surveys, our techniques of diagnoses and treatment, but we need desperately too a burning conviction that there are wrongs to be righted, a social order to be rebuilt. We as social workers and as citizens need to recapture a warming, mature faith in mankind and a devotion to ideals. Our challenge lies in the cold hard facts of the present status of the seven million children, dependent, neglected and delinquent, who will within the next decade or two take up their responsibilities as citizens. If "the race marches forward on the feet of little children" there can be no permanent security for society until childhood is secure.

Rallying Round the Youngsters

By BEULAH AMIDON

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FROM a congested neighborhood of New York's Bronx comes the story of how five city schools and the community they serve have been drawn together in a common effort to prevent delinquency and to increase understanding among racial groups.

The five schools—Public Schools 2, 4, 42, 55, 58—are in a densely populated section, roughly ten blocks long and five wide. Forty years ago this was a pleasant "small-town" community, with tree-shaded streets, frame houses and a few new "flat buildings." Its life centered in the Bronx Church House and the Presbyterian church on East 173 Street. Today 65,900 people, nearly half of them foreign-born, live in the dingy tenements that have almost crowded out the one-family houses. For some years the population has been predominantly Jewish, with a recent influx of Negroes from the rural South and the West Indies. These latest comers are ignorant of city ways and have, for the most part, little education and depressed living standards. With crowded streets and meager play opportunities, there have been almost inevitably numerous traffic accidents to children, gangs, and the troublesome mischief that is often the forerunner of serious delinquency. The delinquency rate for the area as a whole has been 5.6 per thousand children of court age, about that of the city, but in the blocks around one school it has been conspicuously higher (7.7).

For ten years, the closest link between the five schools and the community has been the visiting teacher, Viola M. Mitchell.

One of her first efforts was to interest the community in all-day summer play-schools. Through the cooperation of the five public-school principals and the parents' associations, a Community Play-School at PS 55 has for the last four summers provided a happy and wholesome program for more than 100 children a day. Only a small fraction of those who apply can be accepted. The difficult choice is made on the basis of health, behavior problems and home situation.

With Mrs. Mitchell's unobtrusive leadership, there was formed three years ago a Joint Liaison Committee, including the district superintendent, the five school principals, the visiting teacher, the head of the branch public library, the presidents of the parents' associations and representatives of the Crime Prevention Bureau and other social agencies. The first purpose of the committee was to study community conditions "as they affect the children of these schools."

Even a preliminary survey brought out the lack of wholesome recreation for the children, particularly for the 531 Negro children in these schools. To help meet this need, the committee sponsored a Community Boys' Club. Robert G. Jones, a colored college graduate with experience as a boys' club director, was selected as club leader. Membership was open to boys from six to highschool age. Within a few days after the plan was launched, a year ago, registration had reached 200. It soon jumped to 400, then 600. More than half the boys who came were white, and the committee decided to have the club "open to all." The leader was paid for a time by the Gibson Committee, then by the Joint Liaison Committee, later by the Civil Works Administration. He now has seven assistants. Except for salaries, the Joint Liaison Committee and the groups it represents has financed the club.

From the beginning the club projects have been initiated and carried on by the members themselves. There are hobby groups—stamp collecting, "foreign travel," dramatics, art, Indians, singing and so on. Eleven older boys act as project leaders, but as they often get part-time jobs their attendance is irregular.

A meeting place was a real problem. Charges for heat, light, janitor service and so on made the school buildings out of the question, even had it seemed possible to cut through jungles of red tape to secure permission for their use.

THE club first occupied the basement of the local Democratic Club which the members cleaned and put in order. When this was outgrown the boys moved to an unheated store, which proved impractical for winter activities. The present meeting place is a dance hall. In the one big room there are usually a half dozen "rings,"—one group singing, another rehearsing a play, a third telling stories, a fourth building wigwams. As Mr. Jones rather wistfully comments, "It's hard to do a decent job." By six o'clock all club equipment must be put away, the place cleaned up and left ready for the evening's dance.

The club has the use of both indoor and outdoor play space at PS 55 for athletics. How hard it is for children to use the schools for anything except prescribed routines was shown by the struggle of the club to obtain permission to play basket-ball at PS 55. Baskets and their standards lay in a corner of the yard, but it took two months and much travelling from office to office by the club leader before the proper department of the Board of Education actually ordered the necessary repairs.

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More than 900 children a week use the club facilities, including a newly organized girls' unit of 100. Registration in this, as in the boys' groups, has to be sharply limited, because of limited supervision and space. As Mr. Jones says, "The hardest part of our job is turning so many away."

That the club has helped safeguard the children is definitely felt in the homes, the schools and the social agencies. One principal commented, "As soon as a boy gets into the club, there is a change in his work and in his behavior in the classroom. At last we are getting treatment instead of endless diagnosis."

The Crime Prevention Bureau has found it possible to drop from its lists several names, giving credit to the club for improved attitude and conduct. Much more numerous are the "problem boys" won to wholesome activity before becoming "court cases."

During the past school year Edna V. Dawson, a graduate student from Teachers College, Columbia University, was given a fellowship by the American Association for Adult Education to study the "relationship between adult education and parent education in a specific community," and to try to discover "new approaches to the problems of school, home and community." The area chosen was that in which the Joint Liaison Committee and the Community Boys' Club function. Her study indicated, she states in her report, "the need for a neighborhood organization particularly interested in the Boys' Club and in the need of supplementing its program to reach the parents and adults in the neighborhood."

With some assistance from this student, from the visiting teacher and the borough president of the United Parents' Association, a League of Neighbors has been formed to meet this opportunity. The president of the new group is a Negro Protestant woman, the vice-president is Jewish, the treasurer a colored Seventh Day Adventist and the chairman of the membership committee an Italian Catholic. The president has been made a member of the Joint Liaison Committee. In its first weeks, the League has sponsored a child-study group, reading lists and a collection of books and magazines for the Boys' Club and for adults, a neighborhood "party," a discussion meeting, led by a member of the faculty of Teachers College, on children's play interests and activities, and a meeting with the librarian who "told quite informally what the library had to offer in helping people to learn more about all kinds of problems."

Commenting on what is going forward in this community, Mrs. Robert V. Russell, president of the United Parents Associations of New York City, states in her report for the 1933–34 school year:

> After six months intensive study and an active program it is interesting to note that many people and agencies are claiming credit for the astounding change in this community, where streets are safer for small children and property protected because the older boys and girls are now engaged in organized, constructive, partially self-directed activities instead of gangs; where race differences are being forgotten by adults and children through the important business of making these beginnings permanent. . . .
>
> We would like to point out that the vision and the social-mindedness of the visiting teacher and the five local principals and their willingness to give of themselves has made this whole project possible. . . . Finally, what to us is most important, the development of local leadership is in progress which is the assurance of permanent results. We believe that every community has within itself the leadership necessary for its own evolution but that we must discover that leadership and provide for its training.

Unscrambling the Settlement Laws

By H. M. HIRSCH

Assistant Commissioner, New York State Department of Social Welfare

FOR two hundred years people have talked about abolishing the settlement laws, but they are still with us. As far back as the beginning of the eighteenth century Bishop Burnett, in his History of Our Own Time, stated that the Law of Settlement and Removal should be "well reviewed, if not entirely taken away." Half a century later (1758) James Massie in A Plan for the Establishment of Charity Houses said that "giving every poor person a right to relief when and where he or she shall want it would put an end to all lawsuits about the settlement of the poor." This is in essence much like the proposals that social workers have been putting forth in this country for forty years, yet no one has been able to work out a practicable method of accomplishment.

Now if forty—or two hundred—years of gnawing at the problem does not get anywhere, something fundamental must be holding us back. This fundamental I take to be the complexities of human nature, with its negative compounds of cruelty, selfishness, clannishness and greed and its positive qualities of self-preservation and fair play. In short, "the cussedness of the critter."

As a practising state welfare official I believe the abolition of settlement laws to be impracticable if not impossible. Settlement laws are essentially necessary. What they need is uniformity and a good dose of common sense and case work mixed into their interpretation and administration.

If the settlement laws were wiped out at one fell swoop conditions would be even more complicated and chaotic than now. There would be a tendency for people to shift about with less responsibility, and a greater number would move about unnecessarily. Certain places, notably cities with industrial plants, good hospitals and social agencies, and regions with a mild winter climate, would be loaded down with people belonging elsewhere, resulting in a great burden on the communities obliged to take over their care. Persons requiring relief would probably be "passed on" more than ever.

THERE is no manner of doubt that the literal enforcement of the settlement laws of some districts brings unnecessary hardship into the already complicated lives of people who have been jarred out of their niche in life by the hazards of the Machine Age—and by the depression. The thing to do is not to be too literal.

A state system of relief for unsettled and nonresident poor, instead of town, city and county systems, seems to be desirable. The state of Massachusetts now has such a system. If it prevailed generally, nonresident and unsettled indigent per-

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sons would, in my opinion, be better and more adequately cared for with less "passing on" by the local authorities.

In the New York State Department of Social Welfare, elasticity is the keynote in the matter of removals to place of settlement. The Division of State Aid seeks the adjustment which is in the best interest of the individual nonresident within the state. Not all people are removed to their settlement. Not all of them want to be removed, although the great majority do, for to them removal means "going home."

To discourage unemployed people from looking for work is not in the public interest and is essentially inhumane. It is sure to destroy morale and to put the finishing touch on actual pauperization. Latitude must be allowed when destitution is the result of unemployment. If, for instance, a family is starved out of a small one-factory town by the closing of the factory, tries without luck to find work in another place and then asks for relief, it would be both stupid and cruel to ship it back to its place of settlement so long as the home-town conditions remained unchanged. If there were the slightest chance of future work in the place they came to, if they wanted to stay and the investigation indicated that it was better for them to stay, that family should not be removed to its place of settlement.

In New York State we care for people in this manner. Each case is investigated by social workers before any action is taken. Based on the findings of this social history a decision is made in the interest of each individual or family, regardless of where their legal settlement turns out to be. Nobody is removed from one state to another without first receiving authorization for his return from the public welfare officials in the place of settlement. No dumping, in other words.

Pending the decision on removal by the State Department of Social Welfare, needed emergency relief and hospital care on a case-work basis should be provided for nonresidents in the same manner as for those having a settlement in the town or city where the nonresidents are stranded. While their legal settlement is being determined or verified—a matter that often takes weeks of correspondence—these people need not be haunted with fear or worried by too much questioning.

THE enactment by states of a uniform settlement law for gaining and losing settlement is recommended. Inasmuch as the majority of the states now have a residence requirement of one year in a town or city without receiving public relief, it is logical to believe that we should consider a uniform settlement for all states on the basis of a one-year residence. You will note the inequalities between the states in the length of residence required to gain settlement. The time element alone varies from six months in some states to ten years in Rhode Island. Twenty states have a definite one-year requirement and fifteen others, all in the West or South, have no actual settlement laws but follow the one-year practice. This makes a total of thirty-five one-year states, and leaves thirteen states of which four require a residence of under one year and nine of over one year to gain settlement.

Once a settlement is acquired, such settlement should continue until a new one is gained. Until such time as a uniform settlement law can be brought about between all states, it would seem expedient to enter into reciprocal agreements between the states now having a residence requirement of one year with the states having a residence requirement of more or less than one year.

Massachusetts and New York have a reciprocal agreement which provides machinery for the arbitration of disputed points and establishes a two-year limit as the basis for residence instead of the settlement regulations of five years and one year respectively, in the handling of insane, mental defective and epileptic cases. Massachusetts has reciprocal agreements with eleven states relating to mental cases, while the New York State Department of Mental Hygiene has an agreement with a like number of states. These agreements apply to mental cases only, and the question of settlement is disregarded.

Hardships are unwittingly brought upon themselves by men and families moving about to obtain work or to better themselves. They do not realize that although they may have lived all their lives in one state, if they are absent from it for so short a time as thirty days, in some cases, and then apply for relief or for transportation home, they have technically lost their settlement and "belong" nowhere. Such cases as that of the,—well, call it the Jones family, show up the need for a uniform settlement law in regard to both gaining and losing settlement.

IN 1932 the Jones family of four trekked from California to New York to see if it could better itself. The depression had forced the man to close his store and New York, where his wife had relatives, was the objective for a fresh start. After ten months of discouragement in New York he vanished and hitch-hiked back to the coast to try again where he was known. He gradually rebuilt his business but could not afford the transcontinental fares to bring back his family.

Fifteen months after leaving California, when the wife and children applied to the Division of State Aid, it looked as if they had lost their settlement. It takes three years to gain settlement in California, but only one to lose it. There was also a decided haziness about the length of the man's absence from California, even though he returned before the rest. The humane thing to do was to reunite the family, and this was done at New York's expense and with the consent of the California authorities. In fact California stretched a point here when she could have stood upon a technicality and refused to receive them. This spirit of reciprocity is what is needed between all states before a uniform settlement law can be agreed upon.

Again, as a practising welfare official, I favor a reciprocal agreement regarding reimbursement between the states particularly for indigent nonresident persons requiring continuous care. In New York State in intra-state cases the law provides for reimbursement and the town or city wherein the person has a settlement is responsible for his care, with reimbursement to the town or city actually providing the care.

There would be less criticism of the question of settlement if the public welfare officials throughout the country would make suitable provision for their nonresident cases and unsettled poor persons pending disposition of their cases. Public welfare officials in particular need to know that relief must and should be given to all persons in need, regardless of technicalities of settlement, until a proper disposition can be made of the case. This would break down many ancient barriers of prejudice and provincialism which are woven into many a community as a heritage of the Elizabethan Poor Law upon which our own poor laws were founded.

Critics may say, "Nice sounding plan, but meanwhile people can starve. What's going to happen to the out-of-luck people in the states where they fall between the cracks in the settlement law?" The answer is the Transient Division of the FERA and the federal transient camps. The appointment of State Transient Directors is a forward step which may expedite a more uniform permanent arrangement between all the states for dealing with the nonresident class of dependents.

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"Don't Be a Social-Work Air-Plant!"

By GERTRUDE SPRINGER

"OH no, Miss Bailey, it's nothing about the office. It's just these miserable grocery orders and seeing terrible things I can't do anything about. I'm fed up and I'd better quit. I guess I know too much about this relief business."

"And so you're going to run away from it."

Miss Bailey's pencil made minute dots on her memo pad. She had liked this Dawson girl from the day—could it be nearly a year ago?—when she had come to apply for a job—a nice girl from a nice home whom the depression had shaken out of her domestic niche. But her native common sense had ripened till she was now one of the dependables among the young workers. Miss Bailey did not want to lose her nor did she want her to go, feeling as she did.

"Of course if you really want to quit—" Miss Bailey had a faint suspicion that this was going to sound like a lecture. "But has it ever occurred to you that you are fed up not because you know so much about relief but because you know so little?"

"So little!" Miss Dawson registered amazement. "Why, for a year I've done nothing but battle with it—messed up families and girls and boys going to the devil. And all I can do is to trot around with grocery orders."

"Yes, trotting around with grocery orders is pretty thin business if that is all you make of it. The trouble with you, Miss Dawson, is that you've just discovered things that have been going on—oh, since Adam and Eve, I suppose. Children without a chance and decent families going to pieces for lack of a job have been under your nose in this town ever since you were born, but you haven't known or cared. Now you are brought face to face with it all and you are shocked. All you see is relief and all you know about relief is a grocery order. You see an acute human situation but you don't see that situation in relation to human experience. Instead of quitting your job why don't you put some content into it—learn something about it—give it some roots? It's just an air-plant now."

"You mean I ought to study? Where? You know I can't go away."

"But you can read, can't you? There's a good deal of knowledge and experience that is written down."

"Oh Miss Bailey, don't ask me to read those terrible social-work books. By the time night comes all I want to do is go to a movie or read about beautiful girls with romantic suitors."

"So that's your escape, is it? Mine's mystery stories. Just what exactly have you read that you think social-work books are so terrible?"

"Well, I tried Social Diagnosis, but it was too much for me. I struggled along for thirty or forty pages and gave up."

"I'm not surprised. A lot of people give up Social Diagnosis in the first fifty pages. That book was never meant for general reading or for beginners in social work. It is really a textbook, the whole first part treating the legal aspects of evidence. But don't try to read the first part now. Skip it, and get into the second part which is about the job you are doing.

"However,"—Miss Bailey was warming to her subject—"I wouldn't start with Social Diagnosis. Why don't you get some real background? You think relief is terrible—and it is—but if you knew how much less terrible it is now than it was even a generation ago, perhaps you'd not be so discouraged."

"You mean I should go farther back than case work?"

"Yes, far enough back to see the whole panorama of American social work, how it started and how it evolved into what it is today. It isn't dull. It's interesting. If I were you I'd have a look at American Charities, by Amos G. Warner, the new edition revised and brought up-to-date by Stuart Queen and E. B. Harper. Probably you'll skip parts of it, but presently you will find yourself relating what you are reading to what you are doing. It's as good a first root as I know."

"But what about case work? Should I start then on Social Diagnosis?"

"I wouldn't. First try Karl de Schweinitz', Art of Helping People Out of Trouble. Then there's Miss Richmond's, What Is Social Case Work?, not nearly so big and formidable as her Social Diagnosis. If you'll read that first—and not too fast, mind you, don't try to get it at a gulp—you'll find that it will carry you along into Social Diagnosis. After that, for an understanding of kinds of case work, I'd read Social Case Work, Generic and Specific, and certainly I'd read Grace Marcus' Some Aspects of Relief in Family Case Work. That will give you fresh ideas and a new taking-off place."

"But isn't all this pretty general? Isn't there something closer in? Take interviewing, for instance. In spite of all the unemployed I've interviewed this last year, I'm still at sea. Every case is different and no rule works twice in succession."

"So you realize that, do you? No, there isn't any book of rules that fit every case, and as long as people are different there won't be. But there are certain principles and there is recorded experience. There is, for instance, the fat pamphlet, Interviews, published by the American Association of Social Workers, and another one, Interviews, Interviewers and Interviewing, in which a number of articles first published in The Family are brought together. Neither of these will do your thinking for you, but they will help you to use your own head."

"But what about these terrible family situations that no grocery order is going to help—families breaking up and children on the loose? Is there an answer to things like that?"

"Not a complete answer, but a lot that will help you to see below the surface and to help people find their own answers. I'd certainly read Broken Homes, by Joanna C. Colcord for general background. Of course there is an enormous literature

Miss Bailey Says . . .

"Trotting around with grocery orders is pretty thin business if that is all you make of it. Why don't you put some content into your job, learn something about it, give it some roots?" Tapping experience, not all her own, she here advises a young worker of her staff what to read and how to read it in order "to take the curse off grocery orders."

The sixteen previous articles in this series are now available in two pamphlets, Miss Bailey Says. . . . Thirty cents each, postpaid of The Survey.

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Miss Bailey's Book List

All prices postpaid of The Survey

AMERICAN CHARITIES AND SOCIAL WORK, *by A. G. Warner, Stuart Queen and E. B. Harper. Crowell. 616 pp. Price $3.75.*

THE ART OF HELPING PEOPLE OUT OF TROUBLE, *by Karl de Schweinitz. Houghton Mifflin. 231 pp. Price $2.*

WHAT IS SOCIAL CASE WORK? *by Mary E. Richmond. Russell Sage Foundation. 268 pp. Price $1.*

SOCIAL DIAGNOSIS, *by Mary E. Richmond. Russell Sage Foundation. 511 pp. Price $2.*

SOCIAL CASE WORK, GENERIC AND SPECIFIC (A report of the Milford Conference.) *Amer. Assn. of Social Workers. 92 pp. Price $1.*

SOME ASPECTS OF RELIEF IN FAMILY CASE WORK, *by Grace Marcus. New York Charity Organization Society. 140 pp. Price $1.*

INTERVIEWS. *American Association of Social Workers. 84 pp. Price $1.*

INTERVIEWS, INTERVIEWERS AND INTERVIEWING. *Family Welfare Association of America. 133 pp. Price 75 cents.*

BROKEN HOMES, *by Joanna C. Colcord. Russell Sage Foundation. 208 pp. Price $1.*

THE PSYCHOLOGY OF INSANITY, *by Dr. Bernhard Hart. Fourth edition. Macmillan. 191 pp. Price $1.*

MORALE: (The) MENTAL HYGIENE OF UNEMPLOYMENT, *by Dr. George K. Pratt. National Committee on Mental Hygiene. 64 pp. Price 25 cents.*

YOUTH IN CONFLICT, *by Miriam van Waters. New Republic. 293 pp. Price $1.*

PARENTS ON PROBATION, *by Miriam van Waters. New Republic. 333 pp. Price $1.*

SEX AND COMMON SENSE, *by A. Maude Royden. Putnam. 211 pp. Price $2.50.*

NEW ALIGNMENTS BETWEEN PUBLIC AND PRIVATE AGENCIES, *by Linton Swift. Family Welfare Assn. of America. 72 pp. Price 50 cents.*

SOCIAL WORK YEAR BOOK: *1933, edited by Fred S. Hall. Russell Sage Foundation. 680 pp. Price $4.*

RURAL COMMUNITY AND SOCIAL CASE WORK, *by Josephine C. Brown. Family Welfare Assn. of America. 165 pp. Price $1.*

INDIVIDUALIZED SERVICE FOR TRANSIENTS, *by Robert S. Wilson. National Assn. for Travelers Aid and Transient Service. 79 pp. Price 50 cents.*

SETTING UP A PROGRAM OF WORK RELIEF, *by Joanna C. Colcord. Russell Sage Foundation. 23 pp. Price 25 cents.*

WORK RELIEF IN GERMANY, *by Hertha Kraus. Russell Sage Foundation. 93 pp. Price 50 cents.*

Periodicals

SOCIAL SERVICE REVIEW (quarterly) *University of Chicago Press. $4 a year.*

SOCIAL FORCES (quarterly) *University of North Carolina Press, Chapel Hill. $4 a year.*

THE FAMILY (monthly) *Family Welfare Association of America. New York. $1.50 a year.*

SURVEY GRAPHIC (monthly) THE SURVEY (monthly) *$3 each, $5 for both.*

on why people behave the way they do, but I'd take it by degrees if I were you. As a place to start there's a good old book in a new edition, The Psychology of Insanity, by Dr. Bernhard Hart, which throws light on why we all do queer things and on how we rationalize. For understanding the mental hygiene of unemployment don't fail to read Dr. George K. Pratt's little pamphlet, Morale. It's simple and sound and up-to-the-minute.

"For the problems of young people you'll find real understanding in two books of Miriam van Waters', Youth in Conflict, and, Parents on Probation. They are not new, but they are wise. There are, of course, a world of books on juveniles and their ways, but that subject too I should take by easy stages."

"And then there's sex," put in young Miss Dawson.

"Yes, there's sex," went on Miss Bailey, "and the only thing we can do about it in relation to our clients is not to wear blinders. There's a world of literature on that too, so much that it's easy to get out of your depth before you can swim. In many of the books I've mentioned you'll find sex treated as one of the things that make people behave the way they do. For the sociological point of view you might read, Sex and Common Sense, by Maude Royden. It is old but sound, written not by a psychiatrist or even a social worker, but by an honest, intelligent layman."

"BUT Miss Bailey, aren't all these books tied to private social work? After all we're a public agency, and that's different."

"We-ell, yes, different in form of organization and source of funds, but the people are the same old human beings and the job is still one of basic human understanding. So far as public organization is concerned we're moving so fast these days that the books haven't caught up with us. You'll get the historical background of public welfare work in American Charities. Then there's a recent pamphlet by Linton Swift called, New Alignments Between Public and Private Agencies, that will give you an idea of where we seem to be heading.

"But generally speaking we are making history right now rather than recording it. The Social Work Year Book, a few pamphlets and periodicals such as, The Social Service Review, Social Forces, The Family and of course Survey Graphic and The Survey, are about all we have on our present fumbling attempts to deal with large-scale situations that are relatively new to us. Take rural social work, for instance. We've had studies of country life, but except for Josephine C. Brown's, Rural Community and Social Case Work, there is very little that shows us a place to take hold. Mostly we must look to the fragmentary experience recorded in the periodicals. And take the transient—we've had reams on the homeless man, but the depression-model transient is something new to us. There's a new pamphlet, Individualized Service for Transients, by Robert S. Wilson that is a help, but the whole story isn't written yet. It's just being made.

"Then there's work relief. With little or no experience to go on, look what we're doing! But if you want to learn about it by reading, there's Joanna C. Colcord's little pamphlet, Setting Up a Program of Work Relief, and there's Hertha Kraus', Work Relief in Germany, but mostly we must turn to the periodicals.

"The same thing is true,"—Miss Bailey knew she was lecturing now, but she was having a marvelous time and didn't want to stop,—"of new things that are happening—client organization for example, and new approaches to group participation. You can't read about them anywhere but in the magazines. Elizabeth Nutting's account of the beginnings of the Dayton Production Units in The Survey of December

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1932, for instance, or Elizabeth Dutcher's story, in The Survey, of February 1934, of how client participation developed in the Brooklyn Bureau of Charities, or Esther Twente's article in The Family, back in October 1931, about how she and her clients carried out a work-relief project in wood-cutting. These are all experiments that have no boundaries in public or private social work. They belong to all of us, and if we are smart and ingenious enough to pick them up and use them we may be able to take some of the curse off the grocery order."

Miss Dawson looked at the pad on which she had been jotting down notes. "Seems like a lot of reading. Isn't there any one book that brings this all together and up-to-date,—the history, philosophy, theory and practice of the whole business?"

"No, there's no primer, no royal road to knowing what your job is about. Not even doing is enough, as you discovered to your own discontent."

"But where can I get all these books? Our public library doesn't have them all."

"You don't have to buy them all at once. I'll lend you my American Charities to start with if you'll promise to take it slow and give it a chance. I have some of the others too. Perhaps we could start a little lending library of our own. Do you think any of the other girls would be interested? We could save up the rental fees to buy new books."

Miss Dawson was at the door before Miss Bailey remembered something.

"My goodness, we haven't said a word about the economic and industrial side of all this."

Miss Dawson threw up her hands. "Please, please, no more now. Give me a chance at these."

"All right. But mark my words you won't get very far before you begin to ask questions. Oh,—and about your leaving—"

Miss Dawson smiled. "Do you mind if we just forget that until I've had a go at some of these books? I guess I don't know so much about this relief business after all."

Admitter or Discharger?

By MATHILDA MATHISEN

Case Supervisor, Social Service Department, Charity Hospital, New Orleans, La.

"WELL, you know, large hospitals have people trained to serve as admitters," a lay woman said, trying to define medical-social work. "Now the hospitals have discovered they need a discharger too, because charity patients often like the hospital too well. So they hired social workers as dischargers."

In my experience even many doctors in publicly supported hospitals consider that the main service rendered by the social worker is to empty beds. To do so speeds the "turnover" and consequently increases the number of interesting teaching cases. Sometimes doctors' demands are so insistent that they border on the unreasonable.

What does this mean for the social worker? First of all, cases are not referred to her until the outgoing patient is on the doorstep. Then rapid work by telegram or telephone; a leisurely or thorough investigation is impossible. Working up rapport with the patient so that problems unearthed in a hasty conference may be treated later is out of the question. Inevitably there is antagonism on the part of relatives or of agencies who take on responsibility for the patient.

If the worker succeeds in getting patients out she intensifies the idea that this is her main function. Such a routine gives little chance to work out a careful plan or to talk over each step of the plan with the physician and thus help him to understand what services she is equipped to give. Usually the case is not referred to her until the interne and the nurse have exhausted their resources for getting the patient out. The social worker takes it up at a point when everyone is irritated. The patient may have been driven into a negativistic attitude almost impossible to break. It is significant, for instance that for the month of October in Charity Hospital, 52.7 percent of all "refers" on the wards were for making discharge arrangements, and that two thirds of these revealed no other treatable problem.

This does not mean that all these patients were refusing to leave the hospital and that the social worker by her superior powers of persuasion made them depart. It does mean that something definite stood in the way of discharging the patient —lack of railroad fare, the need for long continued care in clinic for an out-of-town patient, lack of resources of one kind or another needed to carry out the doctor's recommendations. Of course, a skilled worker realizes that when a doctor refers a patient to get him out, the worker may uncover a multitude of problems of which the doctor may or may not be aware. For example, on a cancer service, discharge arrangements often consist in making plans for long-time bed care or terminal care or for clinic visits extending over many months or even years, plans which cannot be made hastily. Ideally the case should be referred immediately upon the patient's admission to the hospital.

Entirely aside from this service, however, is the idea that the social worker should stand in the same relation to discharges as she does to admissions. She would have to interview each patient to make sure that he understood the doctor's plan of treatment. She would in some instances have to get the physician to modify his recommendations in the light of social conditions. If she uncovered problems that needed long-time careful treatment she would have to refer them to workers equipped to do that work.

Just how this ideal situation could be brought about would require discussion on the part of workers now engaged in ward work all over the country. A few suggestive questions are: When should the discharge officer make contact with the patient? Should she see all patients or pick only certain diagnoses that imply problems? If contact is made at time of admission, how can she keep informed on changes in the situation due to a shift in medical plans? What shall be her relationship to the case workers? Should she have certain specific duties such as securing charity rate tickets or notifying relatives? What proportion of the social-service staff should be engaged in this work?

Certainly if the social worker has made a real contribution in the admission department of the hospital, it seems logical that she would also be a strategic person to help the patient out of the hospital and still carry out her main function—that of helping to make the doctor's recommendations effective.

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THE COMMON WELFARE

1878—Arthur Kellogg—1934

IT is not easy for his associates to write of Arthur Kellogg, managing editor of The Survey and Survey Graphic. His sudden death on July 20 has left empty the desk across which passed all manuscripts for the two magazines in every stage of acceptance, editing, illustration, lay-out and proof-reading. To his desk, too, came the hundreds of details of "getting out the paper"—questions ranging from policy to printing contracts. His contacts and his friendships were country-wide. Every day he dealt with an overflowing basket of correspondence and talked with many visitors—Survey authors and subscribers, business agents, students in quest of thesis material, anxious people in search of a job, representatives of other organizations, ever-welcome "old friends" from Michigan and from settlement days. His office door was never closed.

Arthur Kellogg's first journalistic experience was with his home-town paper, the Daily Telegraph of Kalamazoo, Michigan. As reporter, city editor and press representative in the state legislature, he became interested in social questions, in the possibilities of social change. The year he graduated from the New York School of Philanthropy (1903) he joined his brother on the staff of the old Charities, forerunner of The Survey and of Survey Graphic. The rest of his life he gave to their development—as managing editor from 1908 to 1919, business manager for the next six years, and managing editor again from 1926 until his death. From 1920 on he served as treasurer of Survey Associates.

Though his associates knew his deftness and charm as a writer, the pressure of administrative details left opportunity for only two special assignments in the past nine years—his vigorous and colorful reporting of the Mississippi flood in 1927; his trenchant summary of the Payne Fund Study, Minds Made by the Movies (May 1933.) All in the day's work were the "Gist pages," editorial notes and boxes, captions, brief reviews and "Common Welfares" that he dictated or swiftly wrote in long hand on his thick memo pad. "How's this?" he would ask, offering the needed sentence or paragraph—crisp, vivid and "to space."

But though we recognized and depended upon his versatile abilities as managing editor—his decision and resourcefulness as an executive, his editorial skill in making manuscripts take on life, his keen news sense and wide acquaintance with individuals and organizations—the editors and the friends of The Survey have lost in his death more than a chief of staff. The things that his name most clearly recall are those that elude description or appraisal. But those who knew and worked with him will keep in grateful memory his gaiety and ready laughter, his tolerance and poise and self-forgetfulness, his sympathy, his patience, his love of life, his faith in human beings.

THE EDITORS.

The Drive for Security

WITH the appointment of a "production manager," the President's committee on economic and social security settles to its huge task. Edwin E. Witte of the University of Wisconsin has been selected as executive director for its study by the five committee members appointed by the President on June 29. Dr. Witte, professor of economics and chief of the Wisconsin legislative reference library was chosen, Frances Perkins, secretary of labor states, because of his background and "his reputation as an extremely efficient and hard worker."

Two technical committees will assist in the study. The first, made up of federal, state and municipal government experts, is in process of organization. The second, a general advisory council, will give representation to employers, labor, farmers, professional groups and the general public.

The committee's mandate is to study economic hazards and methods of fending against them. It is not bound in advance to any type of social insurance or any other one method of dealing with the insecurity due to illness, old age, widowhood, unemployment caused by depression, seasonality, and technical change, though these and other related problems come within the range of its inquiry. The committee's first specific task is to survey the possibilities of old-age and unemployment insurance. Its first report is to be ready by December 1.

The members of the committee are Frances Perkins; Henry Morgenthau, Jr., secretary of the treasury; Henry A. Wallace, secretary of agriculture; Homer S. Cummings, attorney general; Harry L. Hopkins, FERA administrator, who is combining a vacation abroad with a study of European social insurance.

General Strike

THE general strike which paralyzed San Francisco for four July days was declared by organized labor in support of longshoremen and marine workers whose controversy with their employers had dragged on since early March.

Labor's united front was undoubtedly stiffened by the uncompromising attitude of the waterfront employers in refusing to settle with the unions. Resentment increased when police and then militia were thrown in to protect strike breakers and violence resulted. That the general strike itself was comparatively peaceful was due to the self-discipline of its participants and to the common sense which prevailed in the community against pressure from the Industrial Association and similar groups to have martial law declared. The situation was lifted not by force of arms but by the very unwieldiness of the general strike as a weapon.

In a modern city, dependent on the orderly flow of business and industry for food, milk, fuel, light, transportation, communication, refuse disposal, work must go on. A few excep-

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tions—food for hospitals, gasoline for doctors' cars, milk for babies—were allowed by the Strike Committee, as has been the practice in other general strikes. But such concessions suffice only for a few days. If the work necessary to save the community from hunger, pestilence and confusion is performed for employers, the strike is broken. If the workers themselves take over these essential services, the situation takes on a revolutionary cast. Occasionally a general strike has been declared for a short stated period, a few hours or one day, as a show of strength and determination. But when, as in Seattle in 1919, in England in 1926, in San Francisco last month, the general strike is a desperate attempt by labor to gain its point through such direct mass action, the inherent dangers of the technique usually force a truce and a resort to alternative methods of settlement.

This has been the case in San Francisco, where the new machinery created by Congress in the closing days of the session in June, has been put to work. As this is written, strike leaders as well as rank-and-file union members are flocking to the polls to cast their secret ballots in the election organized in San Francisco and other Pacific ports by the President's National Longshoremen's Board, with all indications of overwhelming acceptance of arbitration by the board. The presumption in many quarters that current labor troubles up and down the Pacific Coast are inspired and led by agitators and communists must not be permitted to obscure this willingness of labor to cooperate with responsible public agencies working toward industrial peace. Even more important is it to keep clearly in view the basic causes of the strikes on the Coast, in Minneapolis and elsewhere—the right of employes "to organize and bargain collectively through representatives of their own choosing," guaranteed them by the Recovery Act but still often denied in practice.

Crusaders, 1934

THE cloistered remoteness of the college campus has long been deplored by American educators and public leaders. During the past year there has been increasing evidence that the yeasty ferment stirred up by the depression, the New Deal and the international tensions has finally made itself felt even in the colleges. And now comes news of fifteen college students who, hitch-hiking and by bus have reached New York City to participate in a six-weeks training course for radical organizers and propagandists. The session is organized and sponsored by the League for Industrial Democracy and a similar school is being held at High Point, North Carolina. The students come from California, Colorado, Tennessee, Texas, Utah, the Middle-West, the Atlantic seaboard. The course was organized, one of its leaders states, "in response to student need to know something of the problems of organization and propaganda, to be better servants of the whole labor movement." Each morning there is a two-hour lecture and discussion meeting, centering on the topic of the week—civil liberties, unemployment, the technique of propaganda, the history of the Socialist movement and so on. The rest of the day the student spends "in the field," on some definite organization job to which he or she has been assigned.

The leaders of the training school cite the maturity and the sense of responsibility of this student group and their "ability to think in terms of a revolutionary student movement" as the reasons behind their long trek to New York and the weeks they are willing to spend in hard study and work in a hot and grimy city. But to us who ride up and down in elevators with them at 112 East 19 Street (the address of both The Survey and the LID) these eager youngsters seem to share with the youth of all lands and times a hunger for adventure and a willingness to fling itself into battle for a vision and an ideal.

Headache for the Movie-Men

WITHOUT wishing to add to the pain and grief of the motion-picture industry in its present predicament of trying to find out what a "moral standard" looks like on the screen, it occurs to one that they might well take a look—as perhaps they have—at the numerical proportions of the church bodies which have given them their worst headache in many a moon.

In a recent issue of The Christian Herald, George Linn Kieffer, president of the Association of American Religious Statisticians, puts the grand total of 1933 membership in organized American churches at 60,812,874—which is a lot of church members to descend on the movies or anything else. Moreover the religious bodies showed last year a total membership gain of 655,482, putting the proportion of church folk to the total population at 48.37 percent. Methodists held top place in gains with a total of 213,666 new members. The Roman Catholics, still by far the largest denomination in the country with a total membership of 20,324,144,—and remember they started the movie ruckus—had, according to Mr. Kieffer's calculation, the relatively small gain of 52,426. Among the Protestant denominations the Baptists led with a membership of 9,866,209, followed by the Methodists with 8,766,017. Ministers of all faiths numbered 239,518; organized churches, 242,011.

If one figures the potentialities of all these folk as organized consumers under aroused and militant leadership—and that's the way they are acting these dog-days—it is small wonder that the movie industry has a headache.

Outwitting the Supercargo

FROM the days of the caravans, disease has followed the trade routes. When sailing vessels took a month to cross the Atlantic, there was a chance to observe and take measures against ailments with which the passengers might have embarked unawares. Ocean greyhounds complicated transoceanic control, as the automobile, which can transplant people hundreds of miles in a day, complicated it internally. Now the airplane because still speedier and not yet covered by medical inspection makes it still more difficult. In 1932 more than 25,000 people arrived in the United States by airplane from foreign ports, and more than 5000 entered without the medical inspection always required at the seaports, because they had permits to land at fields where medical officers were not available. Even medical inspection at all airports might fail to guard against a kind of passenger that has been found on planes from countries to the south of us—the mosquito that carries yellow fever. But if man's ingenuity has incidentally aided the mosquito to get beyond its own cruising radius, it also has developed the means of outwitting it. A long-hoped-for advance in the long and winning fight that the Rockefeller Foundation has been making against yellow fever was announced not long ago when Dr. George E. Vincent announced that the years of research at last had yielded a means of immunizing human beings against the disease. The great progress, first in tracking the disease to the mosquito and then in eradicating mosquitoes already has limited yellow fever to a few remote parts of the world.

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UNEMPLOYMENT AND COMMUNITY ACTION

JOANNA C. COLCORD

This department is an emergency information service to public officials and to members, executives and supervisors of citizens' committees. News of interesting developments will be gratefully received by the editors, Russell Sage Foundation, 130 East 22 Street, New York

RUSSELL H. KURTZ

FERA Notes

OCCUPATIONAL STUDY. In order to establish some basis for a judgment as to how many persons can be expected to leave the relief rolls for jobs when employment opportunities increase, the FERA has undertaken a series of studies of occupational characteristics of the needy unemployed in seventy-nine cities.

Details as to education, physical condition, previous occupations, work records, age, sex, color and nativity will be secured. The information "is expected to be highly useful in guiding the development of work programs in the various states and localities. It will throw light as well on what types of relief might be provided for non-employable persons and families." Approximately 175,000 cases are to be studied with results available in the fall.

Work Projects. In a memorandum dated June 29, the FER Administrator announced new provisions as to hours on work projects using federal funds:

(1) The usual hours of labor on all projects shall be not less than six in any day nor more than eight in any day; nor more than thirty in any week, nor more than 128 in any calendar month.

(2) The total monthly hours to be worked may be consolidated in any part of the month within the above thirty-hour limitation.

Exceptions are allowed in a variety of circumstances:

The daily hours specified above may be exceeded in the case of an emergency involving public welfare or protection of work already done.

Workers in supervisory or technical positions, or on non-manual projects, or who are working on individual responsibility such as playground supervisors, research workers, etc., may work less than six hours a day but not less than six hours a week; and may work up to thirty-five hours a week.

In rural areas workers may consolidate the whole of the month's work into one or two weeks and work up to forty hours a week for two consecutive weeks or up to forty-eight hours for any one week when the exigencies of their farm work require or make advantageous this kind of consolidation.

The same exception may be made in rural areas for work performed in exchange for human and feed relief previously given.

In outlying camps forty hours per week and 170 hours a month is allowable.

Educational Work Relief. The FERA has reported on parts of the emergency education program which it sponsored for the six months ending with March 1934 as a means of providing employment to needy teachers.

Nursery schools were set up in thirty-five states, using 4000 teachers and enrolling 61,300 pupils and 18,050 parents. Cost, $1,150,000.

Illiteracy classes were conducted in forty-four states, serving 113,700 pupils and giving employment to 4830 teachers. Cost, $1,140,000.

Adult general educational classes were operated in forty-six states with 18,430 teachers instructing 612,200 pupils. Cost, $5,245,200.

In announcing the discontinuance of earmarked funds for these projects for the summer, the FERA reminded the state administrators that there was nothing to prevent their using their general relief funds to keep the work going if they so desired.

The rural schools program ran to the close of the school year in June, several grants being made in that month for its completion.

Institutes for the training of teachers in the field of workers' education were established in July at a number of points throughout the country, special federal funds being earmarked for that purpose. Workers' schools, manned by these trainees, will be opened in the fall.

Summer opportunity schools for women have been offering short courses in home-making and elementary educational subjects in a few states, special funds being granted to meet their cost.

Total expenditures for the educational program from May 1933 to July 1, 1934, were $27,709,337.

Announcement has just been made by FERA that $13,500,000 has been set aside to provide part-time work for about 100,000 needy young college men and women, to aid them through the coming academic year.

Transients. Transients who find themselves able to vote and who exercise this privilege disqualify themselves, ipso facto, for further relief as transients. The FERA has ruled that the relief needs of such persons "must be taken care of in some other manner."

State directors have been notified that such regional conferences as they may wish to hold in the future must be cleared through the Washington office. They have also been cautioned to hold the output of transient-edited camp papers within reasonable bounds.

Seamen are to be cared for as a distinct group from now on. Only those persons who have shipped within the two years previous to registration will be regarded as eligible for seamen's relief. A special work policy will apply:

The majority of seamen can, in course of time, secure employment. It is therefore expected that most of their time will be spent in looking for regular employment. They shall, however, be expected to perform such work as is involved in their own maintenance.

Grants for transient relief in June totalled $3,748,882.

Food Surpluses. The FERA Director of Commodity Distribution has called the attention of state administrators to the possibility of securing local food surpluses, at little or no cost, for distribution to families on the relief rolls. Such surpluses, he advises, together with the produce from community relief gardens, should be used up in their fresh form so far as possible "either supplementing or substituting for foodstuffs otherwise distributed through issuance of cash relief or store orders." Excess amounts "should be made the subject of work-relief projects in drying, canning or otherwise preserving the food for relief distribution. . . . Should any state have an excess of foodstuffs which cannot be absorbed within the state in preserved form, this office should be notified at once. . . . Should the quantity be considerable, the [FSR] Corporation will endeavor to transport and redistribute these commodities as a part of its Commodity Distribution Program."

Mattresses and Comforters. Announcing the purchase of 250,000 bales of cotton to be distributed among the several states without charge for local fabrication into mattresses and comforters, the FERA has given the Women's Division a task that will keep it occupied well into the fall. This division will have charge of the development of the project on a local work-relief basis. It has outlined a uniform plan for procedure which includes specifications for both workroom and product. States may secure their quotas of raw cotton and ticking from the FSRC but must be prepared to furnish "findings" locally.

Financing. During the first quarter of 1934 (a period in which CWA operations threw direct relief statistics out of balance to a considerable extent) the total obligations incurred for direct unemployment relief from public funds in the continental United

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States amounted to $180,590,950. Of this amount, the federal government provided approximately 48 percent, the states 33 percent and the local subdivisions 19 percent. In eight states (Alabama, Arkansas, Florida, Louisiana, Mississippi, New Mexico, North and South Carolina) the federal government put up more than 95 percent of total funds used.

In June, $117,774,615 was granted by the FERA for all relief purposes.

"Homestead Rehabilitation"

A NOVEL device has come out of *Kansas* entitled the Homestead Rehabilitation Plan. It represents a blend of self-help, work relief, subsistence farming and community cooperation, according to an entirely new formula.

The core of the plan is the assignment by the ERC of relief workers to tasks in and about their homes, rather than on public improvement projects. Since this involves the improvement of private property with governmental funds, new scales of working hours are introduced and cooperative contributions from the benefiting property owners are called for.

The plan operates in this fashion: Jones, relief client, needs twenty-four hours of work-relief per week to meet his budgeted need. He is willing to work longer in order to improve his living conditions above the bare minimum of subsistence which this wage provides. He is told that if he will become a "home cooperator" and work forty-eight hours per week on an approved "family enterprise" under ERA supervision he will receive the following additional benefits:

(1) A 25 percent subsidy, in materials, livestock, and other chattels, from the ERA.

(2) A remission of rent or provision of chattels from his landlord equal to the full value of the extra twenty-four hours labor which he performs in the improvement of the landlord's property.

(3) Certain far-flung advantages accruing from membership in a "home cooperative" or neighborhood self-help unit which he is expected to join.

He agrees to the plan and starts upon the new life. This may or may not involve his being transferred to a rural setting; if he is a cobbler, for example, he may be allowed to remain in town, where for twenty-four hours a week he will engage in "production work" for his own use and for the cooperative to which he is assigned. The second twenty-four hours of his contracted week he devotes to "capital improvement work" to compensate for the contribution of his landlord or other donors of services or materials. The ERA subsidy of 25 percent comes to him as so much velvet.

The home cooperatives are set up as neighborhood units, woven into county federations, and supervised by a county committee composed of the county poor commissioner, agricultural agent, home-demonstration agent, and the case supervisor. They serve as clearing centers for the exchange of surplus goods and services produced by the member "home cooperators."

Among the advantages claimed for the plan are these:

It focuses the attention of families upon self-help rather than relief.

It attracts aid from relatives and neighbors.

It broadens the base and raises the level of living.

It occupies the time of the client and his family in constructive activities.

Slowing Up

THE *Texas* director of rural rehabilitation announced on June 23 that because of the lateness of the season and the general drought conditions prevailing over most of the state, the general policy for the rest of this year will be to limit the capital aid furnished to back-to-the-land clients to such items as "milk cows, meat hogs, breeding gelts, laying hens, seed for planting summer and fall feed and food crops, and supplementary feed for livestock where justified." He adds:

It is felt that this will be about all the expenditures for capital goods we will be justified in making for the average relief-roll family before another crop year. In some cases the purchase of work stock and farming implements may be justified. . . . The maximum expense for materials for house-repair projects must be held within very low limits.

The Texas program, from which the federal rural rehabilitation plan drew its inspiration, calls for three kinds of projects fitted to meet the needs of various sections of the state and its population:

(1) Aid to distressed farm owners and tenants in present settings.

(2) Rehabilitation of displaced farm families by re-settling them individually upon the land.

(3) Colonization into small communities around rural work centers.

This program involves arrangements for furnishing domestic livestock, gardens, feed crops, buildings and tools. A local public-works plan is supplementary and applies to all rural communities, with a similar set-up for villages who cannot make the shift to the land.

A recent notice from the director of the Texas relief commission advises that conflicts as to legal residence shall be resolved by the county of residence, from which the family is transferred, carrying the family (case work and finance) until such a time as rehabilitation is well enough along "to make it easy for the new county to take up the burden."

Recognizing the unpreparedness of many women from relief families to perform skillfully the tasks assigned to them by the works' division, the Relief Commission has authorized the establishment of training projects wherein women may be taught sewing, laundering, house-cleaning, and the like. The plan is to place the more competent workers in charge of the novices, all being on work relief.

News from Illinois

THE *Illinois* ERC has received a special grant of $300,000 from the FERA for the completion, by work-relief labor, of school projects left unfinished by the CWA on its termination last March.

The Cook County campaign against "relief frauds," reported in this column in February 1934, has resulted in restitution being made in 702 cases since the first of the year. A total of $28,465 has been paid back by clients who received relief through misrepresentation. "The Commission . . . has filed cases against eighty-four persons who received aid as a result of fraud. In other cases, however, it has taken steps toward recovering the relief it has given without taking the matter before a court."

The IERC has found that 10 percent of the relief families transferred to CWA last winter failed to renew their applications for direct or work relief since CWA closed down. Reemployment is credited with having taken them off the relief market. In addition, 6472 family relief cases were closed in May because of reemployment in regular industry, while only 2620 cases were opened because of new unemployment.

Drought Relief in Two States

IN *Illinois*, five blanket work projects were approved in June as being of general interest to all sections within the recognized drought area of that state.

1. Work involved in receiving, handling, distributing and accounting for the feed and seed shipped in by the director of drought relief.

2. Drilling wells on public property (school grounds, parks, forest reserves, and so on); construction of roadside watering basins; hauling of water in tank wagons to farms and relief gardens.

3. Establishing and operating community canning centers to which relief clients may bring their garden produce for canning and preserving. Includes development of social aspects such as household instruction, recreation and sewing.

4. Operation of idle quarries for production of lime for use as fertilizer.

5. Chinch bug eradication, such as erection of barriers and burning out infested fields.

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Assignments of workmen to these projects are not charged against the county allocation for work relief but against special drought relief funds.

Kansas received a special grant of $500,000 from the FERA for water-conservation work during the month of July, with more to follow. "This fund is to be used over and above the regular drought relief and work-relief program," says the Kansas ERC. "It will be used especially to aid in the development and construction of garden ponds, farm ponds, and state, county and city lakes." The construction of garden and farm ponds is to be integrated with the Homestead Rehabilitation program described elsewhere in this department. State, county and city lakes are to be developed on public property or on land specifically purchased for this purpose by local governmental units or by groups of citizens.

The drought-relief program in this state also includes the purchase of famine-threatened livestock, provision of feed and seed, and a variety of work projects calculated to furnish drought-stricken farmers with relief incomes.

New Publications

THE swan song of the CWA is now appearing in the form of reports of the several state CW administrations. These vary from simple typed reports to elaborate printed documents illustrated by charts and photographs. From them, the FERA proposes to compile a comprehensive account of CWA experience.

That subsistence homesteading has not been an unqualified success in *Canada* appears rather plainly in the report of the *Ontario* Relief Land Settlement Committee for the years 1932 and 1933. Nearly 400 families, mostly from urban centers, have been settled under this plan in forty-six Ontario townships. The report deals at length with the mistakes of administration which led to various criticisms, but a recent survey found 65 percent of the settlers declaring that they were satisfied and determined to remain on their homesteads.

The checkered and colorful career of "*Pennsylvania* and Unemployment Relief" from 1929 to 1934, has been sketched by Arthur Dunham in a pamphlet under the above title, reprinted from the Social Service Review for the Public Charities Association of Pennsylvania, 311 South Juniper Street, Philadelphia (25 cents.)

On "The Coast"

IN *King County* (*Seattle*) *Washington*, food allowances were increased 10 percent in June to compensate for the rising cost of living. Families of five will now receive a $6 weekly food grant.

California's $20 million relief bond issue, approved by the voters in June 1933 has been exhausted and that state is wondering how best to raise a like amount in the near future so that the continuance of federal aid on a matching basis will not be jeopardized. It is anticipated that $66 million will be needed for the twelve months beginning July 1, 1934. The FERA is expected to provide more than $40 million of this total.

Half of the state's relief expenditures have been concentrated in Los Angeles County. Labor troubles, involving relief to strikers, have complicated the problem in this and the San Francisco districts.

The "Escrow System"

FLORIDA'S "escrow system" of impounding work-relief earnings in individual workers' funds for release in an even flow through the period of care (see this department for July) has been modified in one important particular of its application. Hitherto, those workers who were unwilling to sign an escrow agreement were given no work but were cared for with direct relief. Desiring to avoid any appearance of coercion, the state relief administration has recently ruled that work-relief opportunities will henceforth be available to all, whether they sign the agreement or not.

The State Relief Administrator, Julius F. Stone, writes:

The higher the state of education of an individual, the more working under the escrow system appeals to him. He likes the idea of continuity of service and regards the accumulation of credit as though it were money in the bank.

The American Federation of Labor in this state is in hearty accord with the escrow system, because it provides means whereby skilled labor on the relief rolls may be employed to the fullest extent consistent with budgetary requirements at its own trades.

In respect to rural rehabilitation, this system works out well because many of the advances have to be made before the farmers can leave their fields to work them out. Likewise the farmer needs to accumulate credit during periods when he cannot work. Many municipalities have adopted the plan proposed by the ER Administrator, of permitting skilled workmen to work out their back taxes on uncompleted community projects. The municipal government and business men of *Lake Worth* are cooperating in a plan by which work on city projects will be paid for in part in "certificates" which can be used to pay off back bills with merchants who have agreed to accept as much of this paper as they can absorb. The city will accept certificates, either from the men to whom they were issued or the merchants who exchanged them for goods, in payment of delinquent or current taxes, light or water bills.

PALO ALTO PUBLIC LIBRARY RECORD ROOM

Operating Idle Factories

FROM *Ohio* comes word that the State Relief Commission has formed a subsidiary, the Ohio Surplus Relief Corporation, for the purpose of "operating Ohio's idle factories by relief workers, to furnish them with clothing and other necessities, and of leasing farm lands to rehabilitate rural families."

The Commission has sent a request to county ERAs to furnish a report on housing problems and practices and the extent to which the "indigent tenant" law is used. This law provides that a monthly credit may be entered on the county auditor's records equal to one twelfth of the tax due in any single year on property occupied by relief families (see this department, October 1933.)

Cash Relief

LOS ANGELES COUNTY has instituted the cash-relief system in two of its districts, Pomona and Pasadena. Approximately 5200 families are affected. A typical monthly budget is that for a family of five which gets slightly more than $42 to cover the purchase of food, milk, utilities, rent and certain incidentals.

Plans are being worked out in *New Jersey* for the inauguration of cash relief in the food classification. The first steps will be experimental and will provide for a three months' trial under controlled circumstances.

Baltimore

CONTINUING its retrenchment program begun in June, the *Baltimore* ERC has resorted to the temporary elimination of resident unattached persons from relief care and has declared a brief moratorium on the provision of clothing and other incidentals. Through reinvestigation, the case load has been decreased about 25 percent from its peak in the spring.

White-Collar Women

THE *New Jersey* ERA is opening this month in Interstate Palisades Park a camp for clerical or professional women. This will be a cooperative educational project along the lines of *New York's* Camp Tera. One hundred women, from 25 to 45, will be accommodated. They must be unemployed and in need, though not necessarily on relief at time of application.

The *Kansas* ERC has suggested to its local units that the county case supervisors develop classes in home hygiene and care of the sick "in much the same manner as is outlined and operated through the American Red Cross." Unemployed nurses are to be used as teachers on a work-relief basis.

The Committee has also suggested that the county ERAs promote women's projects to aid in the cleaning and renovating of rural school properties.

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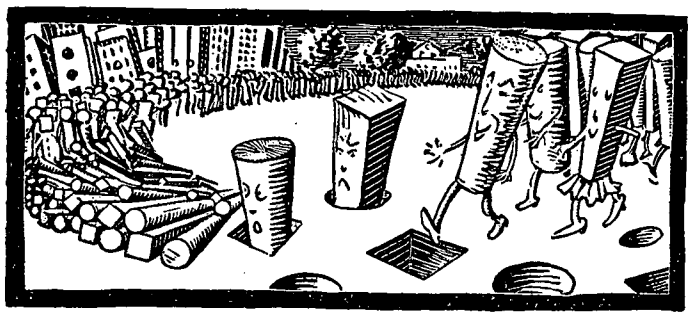

SOCIAL PRACTICE

Looking for Money

NOT content with assembling a challenging picture of the limitations of relief administration in Allegheny County, the Pittsburgh Chapter of the American Association of Social Workers, in a comprehensive report on relief, federal, state and local, tackles the question of the present financial condition of the city and county, explores potential resources and urges consideration of the inherent danger to local participation in the social-welfare program when most of the funds for relief come, as now, from the federal government. In Pennsylvania, it is pointed out, only 5.5 percent of relief funds are from local sources as against 26.5 percent over the rest of the country.

The report, prepared by the chapter's Committee on Public and Private Relief, Edith Miller Tufts, chairman, puts pressure on the legislature to provide funds in such amounts that, with the addition of FERA grants, Pennsylvania may "administer all forms of direct relief allowed by the federal government." It especially stresses the great need for rent allowances and for an orderly, integrated, relief program.

A Service Grows

THE psychological service organized two years ago by Perkins Institution, Watertown, Mass., for its own pupils has now been made available to all institutions for the blind in New England, thus giving them the benefit of expert staff and modern equipment for mental and achievement tests, aptitude studies and a variety of other services such as corrective speech diagnoses, vocational guidance and educational testing.

This service follows recommendations, national in scope, of the White House Conference on Child Health and Protection. In organizing it Perkins Institution brought together its departments of applied psychology and special studies as well as the work of its teachers of corrective gymnastics and corrective speech and coordinated them into a department of personnel and research to deal with all problems pertaining to personality.

When Clients Complain

TO facilitate the handling of complaints, most of them related to work-relief jobs, the Massachusetts Emergency Relief Administration has set up a State Board of Grievances and Appeals and local boards of from three to five members in a hundred or so towns and cities. Complaints may be made to either the state or a local board but the usual routine is for the local body first to hear the case with possible appeal to the state. Local administrators disagreeing with local decisions may also appeal to the state board. The ERA reports that the local boards have been so effective that there has been little or no occasion to go higher up.

Another approach to the handling of grievances, or, better, to avoiding them, is being made in New York City where Welfare Commissioner William Hodson has "drawn" a panel of five hundred representative citizens to further "more intimate cooperation between the local neighbors and the local relief officials." The large panel is broken down, by place of residence, into smaller panels, one for each of the twenty-seven home-relief offices. In addition to providing an impartial, unofficial check on the operation of these offices the panels will, says Mr. Hodson, provide "a forum and advisory board of appeals to which the unemployed may bring their complaints."

Boys on Their Own Ground

THE bad and near-bad boy who shies away from settlements and boys' clubs is being met this summer on his own playground, the city street, by the New York Crime Prevention Bureau in cooperation with the Welfare Council's Committee on the Prevention of Delinquency, Harry L. Shulman, chairman. In what is technically called a block recreational project, fifty workers supplied by the TERA have invaded an East Harlem neighborhood where only 5 percent of the 304 children known to protective and correctional agencies are identified with regular established recreational activities. Their program, all outdoors, in designated play streets, follows closely the natural play of the neighborhood with as few restraints and penalties as is humanly possible.

Penalties are, it seems, at the root of the difficulties experienced by the regular neighborhood agencies in holding the interest of bad and near-bad boys. Of this Mr. Shulman says:

> Delinquent children resent any form of restraint and when the ordinary settlement or boys' club imposes it in the form of withdrawal of privileges they simply thumb their noses and stay away. Experiments in the treatment of groups of these boys on their own ground have rarely been attempted. This one is being closely observed and its results may lead us to new methods of approach.

They Read About Social Work

THE experiment of the Missouri Conference for Social Welfare in state-wide newspaper publicity for social work in which Uncle Alec Johnson had a capable hand (see The Survey, March 1934, page 96) developed so satisfactorily that at the annual meeting it rated a paper, Education Through the Newspapers, by O. Myking Mehus of the Social Science Department of the Northwest Missouri State Teachers College and chairman of the editorial committee.

The committee solicited and secured from well-known persons active in social work, a number of nontechnical 500-word articles on assigned subjects. It arranged these in a series which it offered to one paper in each county in the state. The articles, the letter accompanying the first one explained, were guaranteed nonpartisan and noncontroversial. They would come along every week, with them a mat of appropriate design to use as a head. Did the editor wish to receive this service?

Eighty of them did with papers having circulations ranging from six hundred to a million. Not all of them used every article of course but by mathematical calculation Professor Mehus arrives at the conclusion that in seventeen weeks one article or another fell under the eye of some 33 million potential readers. He is convinced that small newspapers are a relatively untapped medium for social work's educational message and that the thoughtful organization of material and friendly contacts with editors will turn the trick in other states as they did in Missouri.

Denver Examines Itself

STIMULATED to stock-taking by the activity of the FERA, the Denver Community Chest and the Social Welfare Planning Board of fifty representative citizens have recently subjected the social services of the city to searching analysis and appraisal. The study, directed by A. D. H. Kaplan, professor of economics and supervisor of research of the University of Denver, covered four divisions: family welfare and relief, child dependency, public health and character-building and leisure time. The first two have been completed.

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Through the conclusions and recommendations covering the family field runs a constant note of warning that the present responsibility carried by the FERA cannot continue indefinitely and that unless local services are reorganized and strengthened through cooperation and more effective use of funds, disaster is bound to follow. Moreover:

The taxpayers must be convinced of the necessity for providing a regular tax levy for continuing city relief and the chest contributors must be impressed with the need for a skeleton fund for emergency relief for the private agencies.

An interesting proposal in relation to public and private relief agencies is summarized by Frances Higgins of the University:

It is recommended that the local family-welfare agencies lend wholehearted cooperation to the new public agency as the central office for relief. If after six months of honest endeavor . . . results indicate the need for return to the former practice, the Chest may with clean hands come before its contributors with an appeal for relief funds for its family agencies. On the other hand should the undivided attention of the private agency to personal service have vindicated itself in a higher percentage of rehabilitated cases, then the basis will have been laid for a higher standard of social service.

The study of child dependency, summarized by Alvin M. Stockton of the University's School of Commerce, makes the disquieting statement that "the number of children under public care in Denver is 85 percent higher than the average for twenty-two American cities. Apparently one child in every twenty-nine was under dependency care." Placing-out is on the increase in Denver though it still lags behind many other cities. The major recommendation in this field is for greater cooperation between child-welfare and family agencies in keeping families intact.

Relief Workers and Work

IN an intensive effort to connect relief clients with normal employment, either in industry or public works, the New York TERA, the State Employment Service and the National Reemployment Service have worked out a plan for the systematic registration of all recipients of or applicants for relief and of all employable members of families on relief, and for their classification according to the types of work they are best able to perform. This classification will be of especial value to the Works Division of the TERA in developing projects of a type to absorb relief labor and will, it is anticipated, determine the emphasis of the program during the coming winter. The home-relief bureau will be supplied with a complete classification of all clients capable of work for use in filling requisitions from the Work Division.

The employment offices maintain all relief clients whether home or work, in an active file with selection for jobs entirely on the basis of ability to do the work. Both employment and relief offices notify each other when a relief client is placed in either a temporary or permanent position. With the completion of the occupational classification the TERA will require that every application for approval of a local work project shall be accompanied by evidence that relief clients of the necessary skills are available to man it.

THE Family Welfare Society of Boston instituted, this summer, its first New England Junior Month which brought to Boston six college juniors for intensive experience and observation of social work.

THE Russell Sage Foundation Library, 130 East 22 Street, New York, has published as its Bulletin No. 125 (10 cents), a selected bibliography on child welfare covering the period from 1931 to June 1934.

MORE than eight hundred persons, mostly young, attended the recent three-day Christian Youth Conference sponsored by the Metropolitan Church Federation of St. Louis. A summary of the discussion, which ranged from personal religion to social change and the profit motive, may be secured (50 cents) from the Federation, 1528 Locust Street, St. Louis.

EDUCATION

Projects for Adults

ENDEAVORING to coordinate the college with the community, Teachers College, Columbia University, announces a broadened program in adult education. Lyman Bryson, director of the California Association for Adult Education and one of the leaders in the famous Des Moines forums, will be at the college as a visiting professor this year. He will conduct a course in discussion methods, "planned to develop skill in leading and participating in discussion groups and public forums."

A number of graduate students in the department of adult education, of which Edmund deS. Brunner is the head, are carrying on projects in the field.

One such study will result in a tested, annotated list of books, articles and stories "that will interest advanced classes in adult elementary school . . . bridging the gap between the evening school level and the level of useful reading."

Another inquiry seeks to determine whether an attempt should be made to train teachers for workers' education at Teachers College and if so, "under what conditions and with what relationships" between the college and the workers' education movement.

A fourth survey is concerned with the uses of music in adult education and "aims to discover what type of organization and program will tend to satisfy the largest number of musical interests and needs of an adult community."

Most significant, perhaps, is the undertaking of a graduate student who has moved to an industrial section of Passaic, New Jersey, and is attempting to define the educational needs of the area, and how they may be met through community resources. Dr. Brunner comments, on this project: "The growing diary record should yield much of value in relation to one important field of adult education —that of personal counselling."

Youth Prescribes

"A CONTINUING commission on youth problems to find, suggest and support solutions of the various problems of youth" was the final recommendation of the National Conference on Youth Problems held in Washington in June. "At least one third of the membership should be made up of young persons under 30 years of age," the report declared. It was urged that the US Commissioner appoint such a body, and that it have a full-time secretary in the Office of Education.

Many recommendations were made for meeting the difficulties of young men and women between 16 and 25 years of age, who are both out of school and out of work. The conference held that "the spirit of self-help and youth responsibility" should dominate all programs for young people. Revision of school curricula and procedures was urged—more regard for individual needs and interests; "the abolition of grade-grouping, marks, honor rolls and other artificial incentives to learning"; use of radio, phonograph, movies and first-hand experience to supplement text books; activities modelled on work camps, with emphasis on the public-service aspects of the work done; subsidies for the higher education of young people par-

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ticipating through the schools "in active community life" and preparing themselves thereby "for greater social, economic and civic helpfulness."

Need for vocational counselling and for wholesome leisure-time activities was also stressed. A copy of the complete recommendations of the conference may be secured without cost through the US Office of Education, Department of the Interior, Washington, DC.

New Ventures

TWO new educational publications are announced, far apart in purpose and method, but each of exceptional interest. The more ambitious project is The Social Frontier, "a journal of educational criticism and reconstruction," the first issue of which will appear October 1 under the editorship of George S. Counts of Teachers College, Columbia University. There are at present five members on the executive board: William H. Kilpatrick, Jesse H. Newlon, V. T. Thayer, F. Ernest Johnson, Robert K. Speer. Advance announcement states that this is a cooperative and nonprofit-making enterprise, and that the new magazine "will not be the instrument of any particular educational institution and will not be limited in its perspective by a particular educational discipline."

The second venture, of more modest proportions, is a monthly bulletin, to be issued by the Cooperative School for Student Teachers and the Harriet Johnson Nursery School. It is the hope of the group that the bulletin may serve during the school year as a forum in which "ideas can be shared before they become dogmas, research work pictured while it is in the study state and a gamut of educational thinking represented from nursery ages up."

Minnesota Marches On

THE University of Minnesota has joined the lengthening list of colleges and universities which have made military training an optional, not a compulsory course. It is the second of the great land-grant colleges to take this step, following the University of Wisconsin which abolished compulsory drill a decade earlier.

The Reserve Officers Training Corps at Minnesota has been the center of intense controversy for several years. The first organized opposition to compulsory military training was initiated by the Women's International League for Peace and Freedom in 1925. Their program was supplemented by an aggressive student campaign, led by the Optional Drill League and backed by the Minnesota Committee on Militarism in Education.

Military drill has been compulsory at the University since its founding, eighty-three years ago. The resolution making drill optional, which was adopted by the Board of Regents by a six to five vote, was introduced by Anna Olson Determan, one of the newer members of the board. Mrs. Determan took the reasonable view that the university should require no more than the Morrill Act specifies, particularly since compulsory drill has been the cause of increasing friction and unfavorable publicity.

Library Planning

NEED for committees of librarians and others in each state to plan for the development of library service within the state was widely discussed at the conference of the American Library Association in Montreal last month. The discussion was centered in the report of a planning committee appointed by the executive board some months ago. The committee presented a report, modestly entitled Notes for a National Plan for Libraries, which included sections on library objectives, the existing library system, a proposed library system, books, personnel, the library and its public, buildings and equipment, internal organization, library research. To make library service more widely available, the report suggests that:

A comparatively small number—say 500—large public-library systems might provide better service for all the people in the United States than is now available except in a few cities and counties. Each system might serve a large county or several counties or a large metropolitan area. The emphasis should be on the natural area of interest, irrespective of city, county or possibly even state lines. Each community would have a branch of the large library system or a community library federated with other community libraries in a large system.

The report places upon the federal government responsibility for providing nation-wide leadership in the library movement, with a library division "in whatever department or bureau is responsible for general educational, cultural and recreational activities."

104 Cities Report

HOW public-school budgets and salaries are faring is being reported in a series of bulletins issued by the Research Division of the National Education Association, summarizing replies to an inquiry addressed to city departments of education. The most recent bulletin (Number 4) covers data from 122 cities, 104 of which have given information on budgets for 1934 or for 1934–5. In 19 of these 104 cities, the bulletin states, the school budgets for the next school year are approximately the same as for the last; in 44 cities they are somewhat larger; in 41 they are smaller. In one school system the 1934 budget is 17 percent smaller than in 1933; in another it is 17 percent larger, "but in almost all other cities the amount of change reported is small."

In 58 of the 95 cities reporting on salaries, no change has been made for the coming school year. However, while 13 cities report that reductions have recently been made, 24 report that partial or complete restorations of earlier cuts have been made, and 9 others that there is reason to believe that increases will be possible during the coming year. Among the significant new developments mentioned in the replies the bulletin lists curriculum revision in 13 cities, special classes or new services in 12, improvement or rehabilitation of the school plant in 8, increased teaching staff in 4.

The bulletin is especially interesting as a first sign of the beginning of "recovery" in the public schools (see Survey Graphic, June, page 266.)

Basis for Peace

METHODS used to improve racial attitudes among junior and senior highschool pupils in an experimental project in Englewood, New Jersey, are described in a recent report from the newly organized Service Bureau for Education in Human Relations (519 West 121 Street, New York, N. Y.) The bureau, sponsored by a national committee, is directed by Dr. Rachel Davis DuBois.

The Englewood programs, kept simple in form, "take one of three main approaches toward the development of desired attitudes: the intellectual, which means the giving of facts about the various cultural groups; the emotional, which seeks to stir the feelings; and the 'situational' which means the arrangement of situations—as natural as possible—in which the students may act out the new attitudes." The emotional approach, which is the most striking, is usually made by having children of one racial group entertain the school assembly with a play or program, representing a characteristic custom of the race, or a particular contribution to history or American life. The representation may emphasize the importance of the custom or contribution, the background, "or perhaps merely the charm." Such a program is usually followed by study or discussion, then by a tea or party in honor of the group giving the program, arranged by students of one "home room" with delegates from other "home rooms" and from outside community organizations.

More detailed information about such projects in racial understanding may be secured from the Bureau, which also provides supplementary materials for classroom discussion and suggestions for dramatic assembly programs. The Bureau is publishing a series of books for highschools providing selected readings on a number of national and racial groups.

A STATEMENT of the facts in significant cases based on the job tenure of married women teachers and of the legal principles involved is presented in a recent Office of Education bulletin, The Legal Status of Married Women Teachers, by Ward D. Keesecker (Superintendent of Documents, Washington, D. C. Price, 5 cents.)

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INDUSTRY

Teachers for Workers

INSTITUTES where unemployed teachers receive specialized training in workers' education are being held in eight states this summer. Financed by eight allotments of $5600 each from FERA funds, the institutes represent cooperation between local trade unions, colleges and universities and relief authorities. Some of the centers are located where summer-schools for workers provide practical demonstrations of teaching materials and methods. The states giving these courses are Georgia, Iowa, Pennsylvania, Tennessee, Illinois, Wisconsin, North Carolina and California. The training center at Atlanta University, Atlanta, Georgia, was the first to be opened. Its course, beginning June 9, enrolled thirty unemployed Negro teachers from twelve southern states.

In announcing the training centers, Harry L. Hopkins, relief administrator, stated:

> Last winter's experience clearly revealed that few teachers knew how to teach adult workers who have had only elementary education, but who come with eager minds to gain broader knowledge related to the industries in which they work and to receive answers to questions arising in connection with their economic and social problems. Because of this fact we have authorized training centers.

The training project is under the direction of Ernestine Friedman, administrative assistant to Hilda W. Smith, specialist in workers' education for FERA.

A summary of workers' education in Great Britain, where the movement has made much more rapid growth than in this country, is given in the current issue of the International Labour Review. The article is the first of a series reporting "a world-wide inquiry into the relations between organized labor and workers' education."

The Canners' Code

LABOR'S interest and welfare are completely disregarded in the canners' code which went into effect a month ago. Although practically all the work of the industry is seasonal, the basic 36-hour week does not apply to seasonal workers handling "perishable agricultural commodities." The code has no limit on hours of work for such employes (to all intents and purposes the total labor force in most canneries) and overtime need be paid to women only beyond a ten-hour day. A seven-day week is permitted. A canner need only file notice of his need for a work-week beyond sixty hours; he does not have to wait for approval. Though canning factories are not located in big centers, the code establishes wage differentials as between rural communities and large cities, thereby setting a substandard minimum-wage rate for the industry—25 and 27½ cents an hour for men; 20 and 22½ cents an hour for women. Piecework at 7½ cents an hour under these shabby minimums is allowable for half the workers.

The weakness of these code provisions, drawn by the canners themselves, was pointed out by representatives of the Consumers' League of New York in a written memorandum, and by spokesmen for this and for other groups at the code hearings. Elinore M. Herrick, labor advisor to the deputy administrator, offered a code correcting the obvious injustices of the canners' suggestions and setting more adequate minimum-wage rates. The provisions of this code also regulated overtime to prevent exploitation, and required time-and-a-half for labor beyond a forty-hour week (see The Survey, March, page 84.) This code was disregarded, as was the mass of testimony supporting it at the hearings, and the code of the canners adopted substantially as written.

Jobs for Youngsters

WHAT has happened to job opportunities for young workers during the depression is pictured in the second five-year report of the Vocational Service for Juniors (122 East 25 Street, New York.) Figures for 1929–34, representing the last boom year and four years of hard times, show a 40 percent increase in the number of applicants, a decrease of 81 percent in employers' orders at this placement office. In the same period, the ratio of applicants to employers' orders has changed from 1 to .95 to 1 to 5.1. "In the same way the average number of times that an applicant comes back looking for a job increased from 2.3 in 1929 to an average of 3.5 times in 1933."

Another interesting table is that showing the ages of applicants. For the first five-year period (1924–29) 49 percent of the children seeking placement were under sixteen years old. In the next five years, this percentage was 24, dropping to 8.3 last year. The percentage of applicants having eighth-grade graduation or less dropped from 63 in the earlier period to 39 between 1929–34. For 1933, the percentage was 29. The report comments:

> It seems clear then, that there has been a steady increase in the age and amount of schooling attained by each year's group of working children and that this increase has had a sharp rise during the four years of the industrial depression.

Wage Contracts

LABELLING the plan "employment assurance," not insurance, the Wrigley Company, Chicago, is putting its regular employes on a yearly contract. The scheme applies to all workers who have been with the concern six months or longer and are receiving $6000 a year or less. If for any cause lay-offs should be held necessary during the contract period, the company agrees to pay the worker a percentage of his "best base pay" for a stated period. Both percentage and length of time are on a sliding scale, the employes receiving the lowest wage getting the highest percentage. The rates range from 40 to 80 percent. The period covered, depending on length of service, is from 16 to 28 weeks. The stockholders voted at the last annual meeting to set aside surplus up to $1 million to be used, if necessary, for this purpose. The plan was based on a survey made by the company to determine "just what a living wage might be among various classes of employes." The survey revealed that the chief anxiety of the employes was not as to the rate of pay but the duration of the job. The Wrigley plan is described in some detail in an article by the president of the company in the June issue of Factory Management and Maintenance.

Wisconsin Begins

UNEMPLOYMENT reserves as a going scheme was launched in Wisconsin on July 1. The State Industrial Commission rules that the improvement in employment and payrolls has finally reached the level stipulated by the law as amended in 1933. Since private plans have not been submitted to cover 175,000 workers as provided by the law, a public system of reserves is now established.

The Wisconsin law was enacted in 1932 to become operative July 1, 1933 (see The Survey, February 1932, page 515.) The state legislature, however, voted to postpone the operation of the plan until employment had increased 20 percent over December 1932, and payrolls during three successive months were at least 50 percent larger than in that December. Benefits to unemployed wage earners will not be paid until the end of a twelve-month accumulation period.

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The Wisconsin measure, which has been widely criticized as "inadequate" by economists and labor groups, provides that employers of 10 or more workers set aside 2 percent of their payroll until $55 is accumulated. The contribution is then reduced to 1 percent until $75 per employe is in reserve, when it stops altogether. If the reserve falls below this amount, payments must be resumed. Employes do not contribute. Contributions are not pooled but held in individual plant funds. Benefits are limited to 50 percent of wages with a maximum of $10 a week, for a maximum period of 10 weeks a year.

Seven States Together

THE first interstate compact on labor legislation, a minimum-wage agreement, was recently signed by representatives of the governors of seven northeastern states: New York, Pennsylvania, Maine, Massachusetts, New Hampshire, Connecticut, and Rhode Island. Before the compact can be made effective, it must be acted on favorably by the legislatures of the participating states and receive congressional sanction.

There has been renewed interest of late in interstate compacts and the application of the idea to labor legislation. Heretofore it has largely been used in settling state boundary disputes and regulating the development and use of waterways (see The Survey, April, page 126.) The significance of the recent action is pointed out by Ethel M. Johnson, secretary to the New Hampshire Commission on Inter-state Compacts:

> The adoption of the minimum-wage compact, provided it is later ratified by the state legislature and sanctioned by Congress, will undoubtedly pave the way for compact agreements on such subjects as child labor, hours of employment and later perhaps upon unemployment compensation, the regulation of fee-charging employment offices and regulations regarding industrial health and safety.

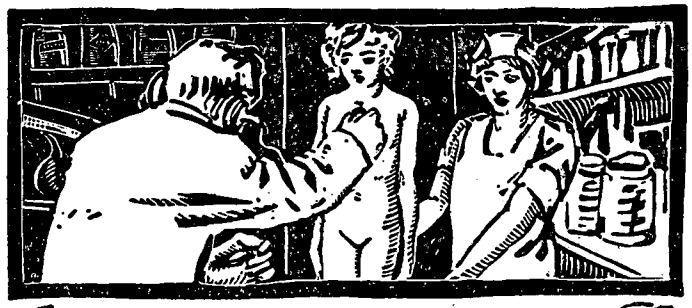
NRA offers, What Is the NRA?, a guide for study and discussion, compiled under the direction of Charles F. Horner. The text of the Recovery Act, a bibliography, and a list of state directors of the National Emergency Council are included (Superintendent of Documents, Washington, DC. Price, 10 cents.)

THE New Hampshire Commission on Unemployment Reserves expects to issue a preliminary report this fall, summarizing its discussions and conclusions to date. A bill will eventually be proposed by the commission, but has not yet been drawn. Herman Feldman, professor of economics at Dartmouth, is chairman.

IN its closing days, Congress authorized the President to accept for the United States membership in the International Labour Organization at Geneva. It is now understood that the secretary of labor will go to Geneva for the next meeting of the governing body in October, to plan the details of American participation in the work of the ILO.

THE New York Conference for Unemployment Legislation has voted unanimously "that in any unemployment-insurance bill endorsed by this conference, either in the special legislative session of 1934 or the regular session of 1935, there should be included some plan for pooling both contributions and risks more comprehensive in character than the reserve provided in the Mastick-Steingut bill of 1934."

THE only summer-school for workers in the West held its second session on the Occidental College campus, Los Angeles, July 9 to August 4. The school, which is coeducational, is sponsored by the California Association for Adult Education, the State Federation of Labor, the Extension Division of the University of California, the YWCA and a committee of local colleges. The school was used as one of the FERA training centers for teachers of workers' education.



HEALTH

Medical Care on Relief Funds

THE upshot of a study of medical care from public funds for relief clients, carried out by the American Public Welfare Association and the Julius Rosenwald Fund, finds that twenty-one states are successfully caring for the teeth, eyes and general health of their citizens under the FERA plan (see The Survey Midmonthly, May, p. 158, Uncle Sam and Sickness Bills, by Mary Ross.) Ten states have continued their own systems of medical care for the poor and nine report delays in the work caused by conflicts between the relief authorities and the medical profession. In two of these last it is reported that medical societies have refused to cooperate on the basis of a payment plan because they fear "state medicine" or government control of the profession.

Handicaps in the program are the poverty of the poor states, which have insufficient funds for relief of any sort; lack of equipment and trained personnel in the poverty-stricken and more sparsely settled areas; lack of accurate information in most areas regarding costs; need for better professional supervision to guarantee maintenance of medical standards and check on quality of service; lack of provision for hospitalization, not paid for through FERA, in many areas; failure of FERA to recognize preventive services or associate state and local health departments in plans and policies; difficulties in relating the program to the work of clinics and similar agencies. In spite of these, many advantages are found to have accrued. "Under the broad provisions of the act, every community has been offered the opportunity, with the aid of federal funds, to supplement any medical care it might already be giving or to furnish such care where none was previously granted."

Dead Level for Twenty Years

THE fact that little progress has been made through the past twenty years in reducing the number of women who die each year in New York City from causes associated with childbirth lies behind the appointment of an Advisory Obstetric Council by Dr. John L. Rice, commissioner of health. The Council includes leading gynecologists and obstetricians from each of the city's five boroughs. Among the Council's duties will be a study of obstetric standards and facilities in hospitals and maternity homes and of services for prenatal care; a study of service by midwives; inquiry as to the value of confinement at home rather than in a hospital; assistance to the private doctor by nursing organizations and prenatal clinics, and a study of methods of instructing the public in adequate maternity care and of developing cooperation between medical, nursing and other agencies in the maternity program.

Oklahoma's New Law

OKLAHOMA has started to put into effect the law of 1933 providing for the sterilization of hopelessly insane patients, habitual criminals and other state wards who might become permanent charges on the community. The Oklahoma law designates as "habitual criminals" persons serving a third or subsequent term. The first hearings before the State Board of Affairs were held at the

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Central State Hospital at Norman, where the operation was ordered for fifteen women and one man. Consent of the patients and their relatives had been obtained. It is estimated that some 3000 state charges may be recommended for sterilization when the heads of all the institutions concerned with their care have reported. Probably no operations will be performed until the law has been tested in the United States Supreme Court or elsewhere. Sterilization as a measure to eliminate criminality and imbecility is now legal in twenty-seven states and is under consideration in Georgia.

North Carolina Too

NORTH CAROLINA has come in with the growing group of states where professional organizations have given official approval to the principle of group hospitalization. At its spring annual meeting the North Carolina Hospital Association followed the lead of the American Hospital Association in approving such plans on a noncommercial basis. The Association's Group Hospitalization Committee is actively at work on specific recommendations; in the meantime communities or hospitals interested in the project are asked to consult with the Committee before going ahead. A few weeks later the House of Delegates of the Medical Society of North Carolina unanimously endorsed a state-wide noncommercial group hospitalization plan in principle. Dr. Isaac Hall Manning declared in his presidential address before the Society: "With the hospitals adequately financed and hospital costs reduced to the lowest level for the individual, one of the important factors in the cost of medical care is taken care of and a beginning of the solution of the whole problem is made."

Eight Hours for Nurses

MENTIONING temperately that "the nurses of the United States have endured inordinately long hours of service through a period of years without complaint," with as a partial result overproduction and underconsumption of nursing service, the American Nurses Association went on record at its recent biennial meeting as pledged to the support of the eight-hour day for nurses. As the resolution pointed out, the step can be taken (and in many places has been taken) without material increase in the cost to the patient. Earlier in the year a fifth of the 5500 members of the New York Counties Registered Nurses Association had met in New York to urge voluntary agreement to make possible a forty-eight-hour week for institutional nurses and an eight-hour day for special-duty nurses in hospitals and homes. Anna L. Tittman, chairman of a special committee of this association declared that while three hundred hospitals throughout the country had tried the plan with success and more than half the hospitals in Brooklyn and Long Island are using it, only ten hospitals in the Association's district (Manhattan, Bronx, Richmond and Westchester) had granted the eight-hour day to special-duty nurses.

ON THE FACE of it, it looks as though boys were the more troublesome. Of 3910 children seen for the first time in the child-guidance clinics of the New York State Department of Mental Hygiene in the year ending June 30, 1933, less than a third were girls.

"A 7 percent decrease in income, an 8 percent decrease in expense but only 1 percent fewer nurses' calls than in 1932. . . . A regrettable reduction in the Association's important work with infantile paralysis, where 17 nurses are tackling a job that 23 handled two years back. In short, a gallant fight." The words are the summary of the bulletin of the Chicago Council of Social Agencies, reviewing the 1933 report of the Chicago VNA; their tenor applies to dozens of gallant VNA's all over the country.

THE first quarter of 1934 saw a substantial increase over the same period of the preceding year in infant mortality, the tuberculosis deathrate and the general deathrate in Birmingham and Jefferson County, Alabama, where public-health appropriations have been cut to the bone (see The Survey, April 1934, p. 132, Civic Candor.) "This increase we believe significant," declares Birmingham's Health, the monthly bulletin of the Jefferson County Board of Health.

THE AVERAGE net income of American doctors has declined by 32 percent since 1929 according to computations of Medical Economics based on a questionnaire study, and now is $3969. The less prosperous half of the private profession has an average net income of $2122.

THE Henry Street Visiting Nurse Service in New York City has cared for communicable diseases in the home for fifteen years without a single record of infection carried from one home to another. The average cost of care is about $7.13, a sharp contrast to averages in the New York public hospital which handles such cases where a case of diphtheria has been found to cost about $111, scarlet fever $234, measles $85, and whooping-cough $194.

"THERE is no greater racket being perpetrated on the citizenry of this city today than that of the proprietary hospital," declared Thomas S. McClane, president of the board of trustees of Roosevelt Hospital, New York City, at the annual meeting of the Maternity Center Association, given over to a discussion of the recent report on maternal mortality by the Academy of Medicine. Mr. McClane declared that of the 110 proprietary (profit-making) hospitals in New York City, only 17 may qualify under the rules of their own Association of Private Hospitals, and only three have the approval of the American College of Surgeons.

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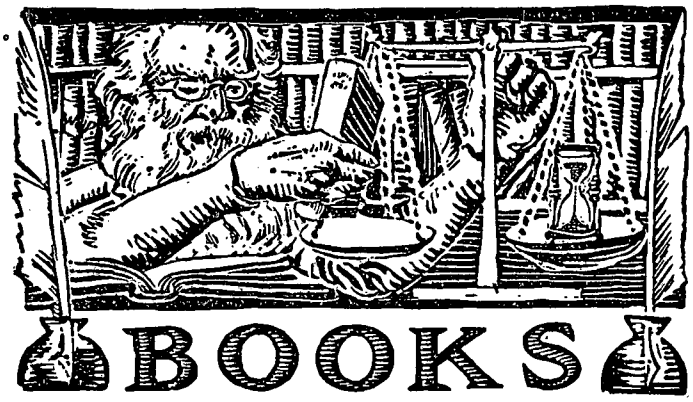

Group Leadership

LEADERSHIP IN GROUP WORK, *by Henry M. Busch. Association Press. 305 pp. Price $2.25 postpaid of The Survey.*

WITH the difficulty which the so-called character-building agencies sometimes have in getting the social importance of their work recognized, this deposit of experience of one of the country's outstanding practitioners in work with groups will, it may be hoped, fulfil a needed educative mission. The uneven success of Civilian Conservation Camps shows that mastery in this branch of social effort requires sound principles and techniques, neither of which can be acquired overnight. But also to those who have long been active in group work, this comprehensive, undogmatic exposition of the subject is warmly recommended. Professor Busch recognizes that there is no simple formula which can safely be applied in all circumstances; the too wholesale adoption of a single model of group formation and conduct which we still find in too many institutions and social settlements is deservedly criticized. Perhaps the main function of this book is to show how varied are the needs that must be met, and how much resourcefulness is called for to find the appropriate methods.

A few general lessons stand out. For example, it is pointed out that in the modern city the closed neighborhood group, formed to meet all the members' leisure-time needs, cannot hope to compete against the many rival claims to the interest and time of the individual, particularly not when premises and equipment are shabby and inadequate. The author makes perhaps a little too much of the disintegrative influence of what he calls the "cafeteria" kind of seeking contacts. The satisfaction of diverse emotional and intellectual needs through a variety of unconnected channels is probably inevitable in modern urban life; and institutional group organization should endeavor not so much to supplant as to coordinate it. He shows a sympathetic understanding for the mentalities of different types of personality and age groups. The present reviewer was particularly gratified to find attention invited to the needs of those young people who in this age of mobility, torn from the moorings of their early associations, so often drift about unable without assistance to find the contacts which will meet their hunger for companionship, for status, and for intellectual stimulation.

BRUNO LASKER
New York City

Crime Control

TWENTIETH CENTURY CRIME—EIGHTEENTH CENTURY METHODS OF CONTROL, *by James Edward Hagerty. Stratford. 222 pp. Price $2 postpaid of The Survey.*

THE title of Mr. Hagerty's work is one that arouses great expectations. But to any except the most uninformed on the problems of crime and correction, perusal of the book should be disappointing. There is very little in it that has not already been said—and said better—by others. The book is abundantly strewn with clichés and goes thoroughly into not one of the twenty-one primary subjects it purports to discuss. There are also unfortunate errors of spelling at several points.

It is too bad that Mr. Hagerty has not turned his talents to a more thorough exposition of his subject instead of attempting to treat of so many fields in chapters that average but a few small pages each; for the numerous flashes of real insight into the complexities of the crime problem reveal a man who could write authoritatively and penetratingly on this ever-timely subject. For instance, speaking of the contradictory debate that is trial by jury, he says realistically that "each attorney is supposed to confine his arguments to the evidence presented, but often each results (*sic*) to emotional appeals to the passions and prejudices of members of the jury." Elsewhere he shrewdly points out: "One of the chief changes, . . . that of speeding up trials," frequently suggested by lawyers as the quintessence of desirable reform in the administration of criminal justice, "is relatively insignificant and not far-reaching enough to be of great value." Many other sound points of view held by Mr. Hagerty might be cited in support of the contention that in attempting to cover a vast subject in a very small compass he has done justice neither to the subject nor to his capacities. If he turns his hand to a more thorough work, I suggest that he rely less on secondary and tertiary sources. The literature in criminalistics is now becoming rich enough in original researches to render it inexcusable to keep citing second-hand works.

SHELDON GLUECK
Harvard Law School

Families and Figures

STATISTICAL RECORDING AND REPORTING IN FAMILY WELFARE AGENCIES, *by Helen I. Fisk. Family Welfare Association of America. 120 pp. Price $1.25 postpaid of The Survey.*

FOR a number of years it has been clear that statistics compiled by social agencies would improve in stability and uniformity if detailed manuals of instruction were provided for the guidance of those responsible for recording and summarizing the data. A handbook for child-guidance clinics written by Mary Augusta Clark and published in 1930 by the Commonwealth Fund set a high standard of clarity and completeness in one specialized field. This was followed by two manuals—one for departments of hospital social service and one for public health nursing agencies—published by the US Children's Bureau. The present monograph, relating to family welfare statistics, is an important addition to this series, which, it may be hoped, will ultimately cover all of the functional fields of social work.

Family-welfare societies will unquestionably find this manual useful. It is well organized and clearly written. Facsimiles of each of the necessary forms accompany the discussions. Minor points of variance between the report blanks of the Russell Sage Foundation and the Children's Bureau are explained for the benefit of agencies that report to both organizations. Some useful suggestions relative to the kinds of summaries statisticians may derive from the records to place at the disposal of executives and staff members are included. The final chapter, though brief, sets forth sound fundamental principles concerning the interpretation of family-welfare statistics.

The entire plan of record-keeping recommended here has been devised for private agencies with relatively stable traditions. Despite its flexibility, it is too complex for use in departments of public welfare in their present state of development, subject as they are to abrupt changes in policy and violent fluctuations in case load. Such departments cannot be expected to keep records that will disclose qualitative distinctions in treatment such as are suggested here. This in no way detracts from the value of the handbook. Informed opinion tends to favor experimentation as a major obligation of private agencies. Societies committed to experimentation and research ought not to be content with the few simple measures that for some time will have to suffice in the large public departments.

Miss Fisk has prepared her material with utmost care. Criticisms must therefore necessarily be based on differences in points of view. One such difference relates to her warning against using "cash" as one of the categories among which relief expenditures are distributed. "A division . . . into *cash*, food, shelter and so forth has no statistical value, as the amounts given in cash, if di-

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vided by purpose, would affect all the other totals," she says. It is true that the cash item cannot be distributed among the goods and services for which it is expended, but many social workers will nevertheless desire the figure for cash grants on the ground that it has very significant implications by and of itself. The monthly report issued by the Chicago Council of Social Agencies includes cash grants along with food, rent and the other usual items. The report for April 1934 showed that no cash grants were made either by the Catholic Central Charity Bureau or by the Cook County Bureau of Public Welfare, while nearly a quarter of the total relief given by the United Charities and nearly a half of that given by the Jewish Social Service Bureau was in the form of cash grants. Social workers in Chicago are more concerned to keep watch of this figure and to study the effect of these contrasting policies than to know the varying ratios among food, medical care, rent and the other items.

WAYNE MCMILLEN
University of Chicago

Medical History

MEDICINE, A Voyage of Discovery, *by Josef Löbel, M.D. Farrar & Rinehart. 319 pp. Price $3 postpaid of The Survey.*

THE occasional irascible reviewer, familiar to all who attempt to popularize otherwise unintelligible medical mysteries, would, no doubt, make a Roman holiday of this book but to anyone else it is a delight. It is Germanophilic, it is true. But it is well for Americans to recognize that all scientists do not live between Maine and California. Whether we all agree to glorify Steinach and Degwitz in contrast to other theorists is really unimportant. The book does make us realize that our friends, regardless of politics and regardless of the present American feeling that German research is more philosophical than mechanical, have nevertheless made real contributions. And here they are. Yet Park and Zingher and the Dicks are given full recognition and the one and only Harvey Cushing is revealed with his superb operating team.

Whether Dr. Löbel is a really great writer or has been most ably translated is difficult to state. Except for an Introduction which is merely a poor attempt at modesty, the book reads like Paul Eipper or Axel Munthe, whose love of their material and ability to make the reader like it, cannot be bettered. From such a standard, this is about the best popular medical history extant. Furthermore we are spared the tiresome story of Pasteur and the boy and given new and as fascinating lights on the man. So it is in all the sixteen phases of medicine covered in brief yet adequate chapters. If your interests are in the broad fundamentals of medicine and their latest applications (or nearly the latest, in some cases) you can't go wrong on this book.

Teachers College HUGH GRAND ROWELL, M.D.

The Complexity of Child Welfare

DEPENDENT AND NEGLECTED CHILDREN. *Report of the Committee on Socially Handicapped—Dependency and Neglect—of the White House Conference on Child Health and Protection. Homer Folks, chairman, J. Prentice Murphy, vice-chairman. Appleton-Century. 448 pp. Price $3 postpaid of The Survey.*

THE reviewer confesses bias at the outset, with all of the heightened emotion attendant upon a strong family identification with those who prepared this volume. The bias operates to produce on the one hand a fond admiration for what has been attempted and in considerable measure carried through, and on the other hand, the usual familial inclination to impatience and chagrin that perfection was not attained!

In the absence of an exact statement of purposes of this volume, so far as can be judged, they are first to inspire the American people to wish to do better by neglected and dependent children; second, to show them how several features of our civilization tend to bring about extremely unfortunate conditions for some children; third, to indicate roughly how many children are thus affected; fourth, to suggest changes in our civilization to reduce that number; and fifth, to describe what constitutes good care of those un-

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fortunate children, who, in spite of preventive measures, actually are found to be dependent and neglected at any given time. And that, we consider an excellent layout of objectives. But—the materials are not as well organized as they might be to achieve these objectives. This fault is probably to be ascribed to the conditions under which the report was prepared. It is a composite of the work of several persons and subcommittees, whose products were not completely synthesized in the editorial process.

A brief rollcall of the contents of the volume will make its character somewhat clearer. The volume starts off with the General Report which is the "rouser." It asks the American people to give thought and support to all of the manifold activities that bear on prevention of dependency and neglect and proper care of dependent and neglected children. The lineal descent of this report from those of the 1909 and 1919 White House Conferences is stressed. The materials in the reports of the subcommittees that follow are then summarized. The General Report ends with eleven recommendations and two resolutions. The recommendations run the gamut from prescriptions such as social insurance for the hazards of premature death, sickness, accidents and unemployment to the recommendation of larger appropriations for the US Children's Bureau. The first resolution calls for the preservation and continuance of the Children's Bureau under its present statutory provisions; the second, to the restoration of the work carried on under the Sheppard-Towner Act.

The next section consists of a reprint of the Conclusions of the 1909 White House, together with President Theodore Roosevelt's message to Congress and the resolutions of the 1919 Conference relating to the standards of service to children in need of special care. Four brief speeches delivered at the 1930 Conference follow: Grace Abbott's speech on Prevention of Child Dependency through Prevention of Accidents, Irregular Employment, Unemployment and Insufficient Income; Louis I. Dublin's discussion of Accidents; Hugh S. Cummings' speech on the Prevention of Child Dependency through Prevention of Sickness and Premature Death and C.-E. A. Winslow's discussion of public-health programs. The remainder of the volume consists of subcommittee reports, some with group, and some with individual authorship.

THESE committee reports cover a range of topics, general and specific. The series starts with a 40-page discussion of the elements of the mental hygiene of family life, goes on to a discussion of industrial hazards, and then tries to describe conditions under which children may properly be removed from their own families. There are about thirty pages on industrial accidents as a source of dependency, sixty-seven on mothers' aid in the United States, twenty-one pages on children born out of wedlock and what should be done for them, seventy on the special handicaps of Negro, Mexican and Puerto Rican children, thirty-six on the prevention and correction of neglect of children and finally eighteen pages on the proper drafting of the terms of endowments and trust funds and their legal interpretation.

This treatment results in a general absence of unity and continuity in the discussion and some awkward repetition. For example, the subject of accidents in relation to dependency appears in the general report, in Miss Abbott's and Dr. Dublin's speeches, in the section on the dependent child at home and in a special chapter. Illegitimacy appears in the general report, in a special chapter, in the section on Negro children and in the section on neglected children. All of these overlap in ideas but often diverge on the presentation of supporting fact material. The divergencies are not startling, only irritating. It seems to the reviewer that if there could have been one authentic recital of the facts on a given subject with interpretative references by the writers interested in special angles of it, the treatment would have gained considerably in effectiveness.

The volume is undoubtedly an excellent cross section of contemporary thinking of leaders in social work on the problems of child dependency and neglect and on child-care services. It is also revelatory of the extreme complexity of the problem and perplexity of those trying to deal with the manifestations that confront them. Since child dependency and neglect are not isolated conditions but are outcroppings of all the great problems of society—war, disease, race prejudice, economic exploitation, faulty family organization and ideals, biological defect and poor mental hygiene, it is no wonder that a simple prescription for their prevention is not forthcoming from our little band of valiant champions of protections and safeguards for children. By pointing out these deeper strata of the outcroppings, social workers are doing their bit to the more effective definition of the problems that confront our society.

But just how the quarrying is to be done is another matter—one which concerns not social workers alone but our people as a whole and demands a type of public and scientific leadership and widespread social cooperation that is far in advance of anything that we have seen to date. Just as it is fundamental to see the elements of a situation, so it is also important to see the elements of a plan that would attempt actually to cope with it. Like the rest of the world, we in America are a little stumped about plans for coping, and social workers are no more gifted than other citizens in that respect. But a good strong wish to cope is a pretty fair start and social workers are wonderful wishers for welfare.

Welfare Council of New York NEVA R. DEARDORFF

Golden Days

OLD WAYBILLS, THE ROMANCE OF THE EXPRESS COMPANIES, *by Alvin F. Harlow. Appleton-Century. 504 pp. Price $5 postpaid of The Survey.*

FEW writers have brought together a greater variety of information on the history of one subject. From the founding of the first express companies in Boston and the development of the Adams and Wells, Fargo companies, the author passes to The First Letter Carriers of the Far West, where the express messenger could go to mining-towns grown up overnight, before they had time to apply for post-office privileges. Most human needs, apparently, could be ministered to by the express. Mr. Harlow makes compelling reading out of the glamor of early mining-days, the pony riders' express, the long and exciting story of stage robberies. The monopolistic nature of the express companies is discussed in one of the final chapters, The Zenith and Decline of the Companies, which shows the public resentment engendered by the enormous earnings in comparison with the starvation wages paid to employes. On page 471 The Survey is quoted as having pointed out that the wages paid to the majority of employes were not adequate to a decent living. LAURA BELL EVERETT

Berkeley, California

Books Are Religion

CONTEMPORARY AMERICAN LITERATURE AND RELIGION, *by Halford E. Luccock. Willett, Clark and Co. 300 pp. Price $2 postpaid of The Survey.*

HERE'S a gale of fresh air across the dust and rubbish of our contemporary theology. It blows things all out of their carefully arranged locations. It sweeps the accumulated dust of centuries from the surfaces of humanity's hungers after reality. It scatters the trash of our theological preoccupations. Read the following:

> Religion has broken its theological jail. It is loose in the world. Nothing human is foreign to it. . . . When Vachel Lindsay puts into music the life and faith of William Booth, that is religion in literature. But when a man ordinarily accounted and self-proclaimed non-religious, such as Sherwood Anderson, by a clairvoyant sympathy creeps under the other man's skin and shows the frustration of dreams, the demoralization of life by the ugly and sordid effects of a money-obsessed civilization, that too is religious literature. (Page 10)

It is interesting to remember that the first realistic drama on war after the armistice, What Price Glory by Maxwell Anderson and

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Laurence Stallings, another immense contribution to spiritual understanding, was greeted with a storm of protests by ministers and other religious people on account of its profanity. They called it blasphemous, entirely overlooking the far more profound blasphemy of war itself against which the play was dealing terrific blows. That was as perfect an example of straining out the gnat and swallowing the camel as can be conceived. (Page 13)

The competent novelist of any period is an indispensable diagnostician for anyone who would seek to heal the hurt of humanity. We can learn far more of the soul of eighteenth century England from Charles Dickens than we can from John Henry Newman. We can learn more, to take an extreme example, of the sickness of soul of New York City from Michael Gold's Jews Without Money than from all the reports of the Federation of Churches published in the last thirty years. (Page 14)

That's a rough idea of the author's point of view.

Luccock is professor of homiletics (preaching) in the Divinity School of Yale. He is soaked in religion and its problems, steeped in contemporary literature, blessed with a powerful pen. It is hard to say whether his book is more valuable as a running review of contemporary literature and drama; or as a forecast of religion; or as a stimulant to further reading. CHARLES STAFFORD BROWN
Colorado Springs, Colorado

A Library for Parents

HAPPY CHILDHOOD, *by John E. Anderson. Appleton-Century. 321 pp. Price $2.50 postpaid of The Survey.*
BUSY CHILDHOOD, *by Josephine C. Foster. Appleton-Century. 303 pp. Price $2.50 postpaid of The Survey.*
HEALTHY CHILDHOOD, *by Harold C. Stuart, M.D. Appleton-Century. 393 pp. Price $2.50 postpaid of The Survey.*

EACH independent in itself, these three companion volumes of The Century Childhood Library bring together in thoroughly readable and compact form for parents the practical wisdom imbedded in the shelf of reports and scientific publications of the White House Conference on Child Health and Protection in 1930. Dr. John E. Anderson, director of the Institute of Child Welfare of the University of Minnesota, is the general editor of the series and the author of Happy Childhood—"the child in his dynamic quest for maturity as he moves in orderly fashion from the dependence of infancy, through the experiences of childhood and adolescence, to the self-reliance of adulthood." In Busy Childhood, Josephine C. Foster, principal of the kindergarten and nursery school and professor of child welfare at the University of Minnesota, considers play of children as a means of their development and enjoyment at the moment and as a preparation of adult life. Healthy Childhood, by Dr. Harold C. Stuart, assistant professor of pediatrics and child hygiene at the Harvard University Medical School, discusses physical development and care. All three authors were associated with the work of the White House Conference. Each volume is indexed separately in detail to add to its usefulness for reference as well as the consecutive reading that the texts invite, and a combined general index serves as a guide to all three. Authoritative in material and authorship and attractive in style, illustration and arrangement, this "childhood library" is a pleasant and practicable prescription for parents. MARY ROSS

Eugenics and Society

HEREDITY AND THE SOCIAL PROBLEM GROUP, *by E. J. Lidbetter. Volume I, Edward Arnold & Co., London. Distributed through Longmans, Green. 160 pp. and 26 charts. Price $7.50 postpaid of The Survey.*

THIS book is of interest primarily to technicians in human genetics and eugenics. It is the result of many years' study by Mr. Lidbetter of the heredity of a number of socially inadequate classes in the East End of London between 1910 and 1928. The work was supervised by a committee of the Eugenics Society. This book is only a preliminary presentation of a portion of the material, and is expected to be followed by later volumes. Accordingly, the author does not attempt to provide a comprehensive analysis of his work, or a statement of general conclusions. However, the importance of heredity in creating social inadequacy stands out clearly. This volume is essentially a compilation of twenty-six heredity charts, with notes on them. There is every indication that the research has been well and thoroughly done, and the material is of high scientific value. HENRY PRATT FAIRCHILD
New York University

Housing in England

THE ANTI-SLUM CAMPAIGN, *by Sir E. D. Simon. Longmans. 201 pp. Price $1.20 postpaid of The Survey.*

WRITTEN with the purpose of opposing that powerful group of conservatives who would stop the building of houses with the aid of a national subsidy in England as well as those who would push a slum-clearance program above all, the author devotes half of his book to a history of post-war housing and the other half to carefully analyzing the current problem. His facts and figures strongly reinforce his contention that despite weaknesses in the program followed to date, whatever progress has been made in the housing situation must be laid at the door of the subsidy.

The prime problem today is not, however, nor has it been in the past, one of slum clearance; the first need is to supply a dwelling for every family. To overcome the existing uncivilized overcrowding, 200,000 houses must be built annually over a 20-year period. His suggestion is that the government grant a subsidy to the local authority of £8 a house for 60 years, on condition that for every such subsidy two good houses be built, one to rent at an economic rate not exceeding £12, the other at the subsidized rate of £7—the maximum amount a vast army of English families can afford for rent—the local authority contributing the additional £4 necessary. Private interests never have and never will be able to meet the problem—which is becoming increasingly difficult in the light of the disproportionately large growth in the number of families compared to the growth in population in the last decade. Only by adopting some such scheme will a separate dwelling be procurable for every family, even though admittedly those that must continue to live in the old houses will still be inadequately housed. Then is the time to embark on an exclusively slum-clearance program. The author, former chairman of the Manchester Housing Commission and former parliamentary secretary to the Ministry of Health, makes out a strong case for his program based on England's past experience. While his deductions apply specifically to England, they should give food for thought to all interested in the subject and perhaps especially to the United States as it is embarking on a vast national housing program.
LOULA D. LASKER

Professional Stock-Taking

THE NEGRO PROFESSIONAL MAN AND THE COMMUNITY, *by Carter G. Woodson. Association for the Study of Negro Life and History, Washington, D.C. 365 pp. Price $3.25 postpaid of The Survey.*

THE advance of the American Negro since emancipation has pivoted more on education and social service than upon the typical American pivots of technical advances and economic enterprise. This accounts for the singular importance in Negro life of the professional classes,—the first comprehensive study of which is presented in Dr. Woodson's book. Nearly two decades ago, Dr. DuBois made more detailed studies of the Negro professional classes, but statistically and sociologically these studies are out of date. This book is, therefore, the best available appraisal of the important group leadership exercised by the Negro minister, teacher, lawyer, nurse, welfare worker and artist. Fortunately it is a critical and balanced interpretation, with much sound constructive criticism. Thus, though useful for general information on this section of racial achievement and adjustment, the book will find its greatest constructive service as a mirror for the Negro professional who needs to take stock of himself.

Dr. Woodson finds the medical and legal professions rapidly approaching a high standard of training, with teaching lagging in spite of recent improvement, largely because of low salaries and limited public educational facilities in the South and the lower

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sections of border states, with the ministry lagging most of all in spite of its popularity and strong group influence. The newer professions are fairly well-documented, but with too short a curve to offer definite diagnostic conclusions. The greatest general shortcoming of the whole situation is to be found in the faulty distribution of the Negro professionals, with the best trained personnel forced away from their most urgent centers of service and social usefulness by unfavorable civic and social conditions. A most informing and constructively provocative book,—well-documented as are all the publications of the society of which Dr. Woodson is the director.

ALAIN LOCKE
Howard University

The Struggle for Security

PRIVATE WORLDS, *by Phyllis Bottome. Houghton, Mifflin. 342 pp. Price $2.50 postpaid of The Survey.*

PHYLLIS BOTTOME has demonstrated her familiarity with the difficulties and distresses as well as the pleasures and satisfactions of an active service in a hospital for the mentally ill. With a frank recognition of her indebtedness to Adlerian individual psychology, she skillfully portrays her characters as struggling for power in terms of their basic drives, in which inferiority and inadequacy play a dominant role. The heroic characters are few in number but are understandingly delineated and their private worlds are revealed as being quite similar to those of the patients, whom the main characters are called upon to treat. That they remain within the field of normality probably is due more to their higher training, their courage and the indirect influence of their backgrounds in the mental hospital rather than to any inherent constitutional differences between themselves and the patients. Indeed all men are potential patients.

The author reveals a high degree of capability in imparting her pyschological comprehension of the relation between normality and abnormality in her depiction of the triangularity of affections. Three doctors, two men and a woman, constitute one triangle while a gentle wife and a fiery sister enter into a second. The fact that one doctor is common to both triangles heightens the interest in the clever presentation in which natural human values stand forth with considerable clarity and vitality.

All those who have served with the psychopathic whether as psychiatrist, psychologist or social worker, will find this excellent and most readable narration of the struggle for security and happiness intensely interesting and often delightfully reminiscent.

New York City IRA S. WILE, M.D.

Runaways

660 RUNAWAY BOYS, *by Clairette P. Armstrong. Richard G. Badger. 208 pp. Price $3 postpaid of The Survey.*

CLAIRETTE P. ARMSTRONG, psychologist at the New York City Children's Court, has done in this book a real service to agencies working for child welfare as well as to educators and the general public. The home conditions, community environment, economic status and other social factors are weighed and an honest effort is made to distribute responsibility fairly so that no institution or agency which has contributed to this growing tendency of boys to wander shall escape just criticism. On the other hand the author has made careful tests of these boys as to health, nationality, intelligence and other personal factors.

It would be impossible to present an adequate review of the significant facts packed into this small volume, but the following will indicate the nature of the findings. The fathers of 51 percent were in semi-skilled or unskilled labor (this was before the depression) and the mothers of 37 percent were employed away from home. Only 45 percent of these boys had parents living together. The home conditions are strikingly revealed by the fact that over 85 percent lived in homes with less than one room per person. Furthermore, 29 percent had fathers who were immoral, alcoholic or otherwise anti-social while 17 percent of the mothers and 12 percent of the brothers had similar records. 72 percent rated foreign or mixed parentage against 27 percent of American parentage, showing clearly how difficult it is for foreign people to control their children in an American urban community. The failure of the schools to adapt their curricula to the needs of these children is indicated by the fact that 45 percent were either misgraded or not given the benefit of ungraded classes. The vast majority (over 70 percent) were either subnormal or dull-normal, 80 percent grading below IQ 90. Of the group 50 percent had marked nervous habits, while over 76 percent had organic physical defects.

These children, ranging in age from 8 to 15 years, were not all naïve. Thirty-five percent had been in court before and 32 percent had lived in children's institutions.

Such facts, supported by character sketches presented by the children themselves, should serve to convince us that the phrase "problem child" presents a false connotation. Instead of thinking the child is a problem we must realize that he *has* a problem, and when struggling with the so-called problem of "juvenile delinquency" we must realize that in the main it is society that is delinquent.

OWEN R. LOVEJOY
Secretary, The Children's Aid Society, New York

Inventory of City Life

URBAN SOCIETY, *by Noel P. Gist and L. A. Halbert. Crowell. 724 pp. Price $3.50 postpaid of The Survey.*

THIS work on Urban Society is the most complete inventory of the factors and forces which make up urban life and its functions. The authors have achieved a certain scientific orderliness in presenting many aspects of urban life, which though often commonplace and obvious, have so far not been fitted into a pattern of urbanistic thinking. Owing to the fact that the book endeavors to cover a complex and extensive field, it lacks thoroughness and is frequently marred by an obvious readiness to accept casual and unauthoritative opinion as established scientific fact. As a point of departure for classroom discussion Urban Society has real value. As an authoritative work on urbanism it lacks coherence and disregards some of the more outstanding works of both American and European thinkers in this field.

New York City CAROL ARONOVICI

Laws and Mobs

LYNCHING AND THE LAW, *by J. H. Chadbourn. University of North Carolina Press. 221 pp. Price $2 postpaid of The Survey.*

AGAIN we have to thank the Southern Commission on the Study of Lynching for stimulating this valuable contribution to the legal side of the problem involved in lynching and efforts to control it. Shocked by the horrors described in some outbreak of mob law, where Negroes or whites, as the case may be, are done to death in an orgy of fury and excitement, one often asks why it is that officers of the law permit such outbreaks, but it is only on second thought that we inquire into the situation which is involved from a legal point of view and the kind of machinery of the law which lynchers flout or make as their excuse for the necessity of lynching.

Mr. Chadbourn considers not only the judicial punishments for lynching but also why they are not effective, the crime status of lynching under the various state statutes, the question of the deterrent value of making the municipality liable in damages to the decedent's estate or family, the ouster of sheriffs and other peace officers who fail to do their duty.

His statement that anti-lynching legislation is broadly of two types: *punitive*, when a lynching has occurred, and *prophylactic*, to anticipate or prevent lynchings, is delightfully descriptive and one is cheered by his quoting Judge Lively in discussing hastily-called terms of court to try a suspect who would otherwise be lynched: "A judicial lynching is a graver and more startling crime than a lynching by an irresponsible rabble."

The book is well annotated, gives the results of a questionnaire to leading lawyers in various states, and analyzes their answers. It

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also contains, in appendices, a proposed model statute and the existing legislation on this subject.

One is impressed with the fact that it requires rare courage in an elected judge to cross the mind of a mob which, in many respects, represents the belated growth of civilization in retarded communities.

L. HOLLINGSWORTH WOOD

New York City

RUN OF THE SHELVES

A DESCRIPTIVE LIST OF THE NEW BOOKS

BOOKS OF GENERAL INTEREST FOR TODAY'S READERS, *compiled by Doris Hoit. Published by the American Library Association, American Association for Adult Education and the US Office of Education. Department of the Interior, Washington, D. C.*

A DESCRIPTIVE list of readable books under 48 heads, compiled to meet a demand revealed by the Emergency Educational Program for Adults; invaluable for teachers, group leaders, students.

EDUCATION IN THE RECOVERY PROGRAM. *Reprint No. 1 from School Life, the official organ of the US Office of Education. Superintendent of Documents. Price 10 cents.*

A CLEAR, factual picture of the impact of the Recovery Program on education, from nursery schools to adult classes, and including the place of the alphabetical agencies in the scheme of things.

RADBURN, A PLAN OF LIVING, *by Robert B. Hudson and John O. Walker. American Association for Adult Education. 118 pp. Price $1.25 postpaid of The Survey.*

THIS study describes in some detail this "planned community," the people who live in it, and the uses made of the various recreational and cultural opportunities offered both adults and children in the outstanding American garden city.

EXPERIENCE IN ENGLISH COMPOSITION AND LITERATURE, *by the Faculty of Francis W. Parker School, Chicago. Published by Faculty of Francis W. Parker School. 382 pp. Price $1 postpaid of The Survey.*

HOW a progressive school introduces its children to reading and to good books and guides them in a growing mastery over spoken and written language. The story is illustrated with many examples of the children's prose and verse and includes an annotated book list for the eight grades.

DISCUSSION METHODS FOR ADULT GROUPS, *by Thomas Fansler. American Association for Adult Education. 149 pp. Price $1.50 postpaid of The Survey.*

THE first three parts of this book describe briefly the open forum, the informal discussion group, the panel discussion, with case studies of each procedure. The concluding section sets up some tentative standards by which to gauge the success of an adult-education project.

OUR PUBLIC SCHOOLS, *edited by Charl Williams. National Congress of Parents and Teachers. 208 pp. Paper bound. Price 50 cents.*

A HANDBOOK on the public schools which covers the history of public education in this country, how the school system is organized and financed in the different states, the place of the federal government in education, adult education and so on, each topic discussed by a recognized authority. A study outline and bibliography are included.

THE ART OF CONFERENCE, *by Frank Walser. Harper. 305 pp. Price $3.*

THIS fresh approach to the problems of conference procedure is based on a variety of experiences ranging from industrial councils to important international gatherings. It examines the more common technical difficulties and illumines problems that arise from imponderable personal elements in the adjustment of the individual to a group process.

ECONOMICS OF HOUSEHOLD PRODUCTION, *by Margaret Reid. John Wiley and Sons. 408 pp. Price $3 postpaid of The Survey.*

FRANKLY planned as a textbook with appended questions and bibliography, this history and analysis of our largest single industry in point of workers will interest people who work in houses as well as those who teach and study economics, home economics and sociology in colleges. Section headings include the history, status, problems and social significance of household production and its possible role in the future.

A SOCIAL BASIS OF EDUCATION, *by Harold Saxe Tuttle. Crowell. 589 pp. Price $3 postpaid of The Survey.*

ONE of Crowell's Social Science Series, this book is primarily intended for the student of education. The author states his thesis thus: "Education can serve its social purpose only by consciously cultivating social interests and motives. Society's stake in the attitudes which a child acquires is even greater than in the skills and concepts he gains."

THE PROFESSIONAL TRAINING OF THE HOSPITAL DIETICIAN, *by Helen Clarke. Teachers College, Columbia University. Contributions to Education, No. 602. 96 pp. Price $1.50 postpaid of The Survey.*

REPORT of an investigation of training for hospital dieticians offered by colleges in 1931–32; in general, courses in the general and social sciences (excepting education), in nutrition and food preparation are meeting or exceeding standards suggested by the American Dietetic Association; subjects in institution management were less adequately represented.

HANDBOOK OF ASSOCIATION BUSINESS ADMINISTRATION, *edited by G. S. Bilheimer and James W. McCandless. Association Press. 486 pp. Price $5 postpaid of The Survey.*

ALTHOUGH this "manual of Association housekeeping" was prepared for the YMCA constituency and is accordingly specialized, it should hold much of practical value for other large decentralized organizations where scientific business administration is based on clearly defined ethical policies. The procedures set up are designed to meet the needs of the average executive of a medium-sized organization. Topics cover a wide range including budgeting, purchasing, housekeeping methods, employe policies and records, insurance, legal liabilities and taxation.

APPLIED EUGENICS, *by Paul Popenoe and Roswell Hill Johnson. Macmillan. 429 pp. Price $2.60 postpaid of The Survey.*

ESPECIALLY timely in view of the active interest in eugenic proposals both in this country and abroad, this new edition brings up to date the work published by the authors in 1918. They believe that since the original publication "the progress of eugenics in the United States has been greater than the authors at that time would have dared to hope. If the next decade or two can show as much progress, and at the same time avoid another world war, the eugenic welfare of the human race will be measurably advanced."

AMERICAN STATE GOVERNMENT AND ADMINISTRATION, *by Austin F. MacDonald. Crowell. 839 pp. Price $3.75 postpaid of The Survey.*

A CONCISE but comprehensive treatment of state government and its place in our constitutional system. Covering all aspects of the subject, special emphasis has been placed on the administrative functions of state government, a separate chapter being devoted to every major activity. Nowhere have changes been more numerous nor significant than in the government of states, and this latest textbook, in which an attempt is made to keep factual material up to date and to interpret fundamental principles in the light of changing events, is especially timely.

AFTER THE SHUTDOWN, *by Ewan Clague, Walter J. Couper and E. Wight Bakke. Institute of Human Relations, Yale University. 153 pp. Price $2 postpaid of The Survey.*

A STUDY of the adjustments of a group of employable workers, suddenly thrown out of their jobs by the shutdown of a subsidiary of the US Rubber Company. Part I follows the workers for the first eleven months after the shutdown, a period of "normal" employment opportunities (see The Survey, February 1, 1931, page 477.) Part II follows the same group during the two following depression years. Detailing the efforts by the company to bridge the gap between shutdown and permanent reemployment, which included dismissal wages, pensions and charity, the study concludes: "It is still the worker himself who must drastically revise his standard of living, search for alternative methods of maintenance when he faces unemployment, and through such efforts shoulder most of the load."

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COMMUNICATIONS

After the National Conference

To the Editor: On June 1 in Chicago a Committee on Inquiry was formed by a small group of social workers to "search into the arrest and conviction of six persons involved in a demonstration near an Unemployment Relief Station in January 1933." A few days before at the National Conference, they had listened to Mary van Kleeck's advice to social workers "go home and align yourselves with other workers, not in the relation of social worker to client, but rather identifying yourselves as fellow-workers looking toward more action and a clearer facing of the issues."

The demonstration in January 1933 against inadequate relief and unsatisfactory policies had resulted in a riot with injuries to both demonstrators and police. Six arrests followed, four men and two women, of whom five were Negroes and one white. They were first charged with "assault with intent to kill." Many continuances followed, and months later the charge was changed to conspiracy, on which they were sentenced by a jury on May 22, 1934, to terms of from one to five years in prison and a fine of $750.

After careful inquiry the committee was convinced that the defendants were not guilty of conspiracy and that the charge had never been proved, and decided to cooperate with the International Labor Defense in appealing the case. A large mass meeting was held at Hull-House on June 27, attended not only by social workers, but by representatives of many other groups. Approximately $175 was pledged for appeal expenses and bonds. We are focusing attention on the violation of civil liberties and the seeming miscarriage of justice of six fellow workers; also on the interpretation and application of our conspiracy statutes throughout the country.

I recently talked with the two women prisoners in the Illinois Reformatory at Dwight. With no bitterness nor resentment in their attitude, and their immediate acceptance and appreciation of Oakdale, they are getting much from this experience.

Mary Warnicke, a young New York girl who just happened to be in Chicago, educated, devoted to her cause, seriously tells one that she has never had much discipline in her life and thinks she will gain much from the strict but just regulations at Oakdale. She refuses to accept freedom under a bond-pending appeal, if that is possible, unless her comrade will also be released.

Delia Page, a Negro woman who has lived most of her life in Chicago, having had little opportunity for education, convincingly tells you that if all the people "on relief" had as adequate food as she is now receiving there would not be so much trouble, and that the women there who have been out of the world for many years cannot believe that thousands of people are hungry. She adds humorously, "It is a glorious feeling to wake up in the morning and know that at Oakdale one need never fear eviction." Both long to be released, eager to get back into the great struggle for human rights with their fellow workers.

Chairman, Committee of Inquiry, Chicago Jessie C. Binford

Not All Are Bedfellows

To the Editor: In The Survey of May 15, page 16, is an editorial, Real Fight Over Child Labor, in which is remarked "a curious assortment of political bedfellows." I might rise to remark something about the child-labor amendment itself, but the world may get on without that for the moment; but will you allow me to say that your enumeration of the curious bedfellows might cause some misunderstanding amongst your readers? Here they are: "The hastily formed Committee for the Protection of Home, Church, School and Family, the self-appointed Sentinels of the Republic, newspaper publishers, Roman Catholics, and prominent Republicans. . . ."

You yourself do not seem to labor under any misapprehension, for you do not say, "*the* Roman Catholics." However, it may well be that many a reader might be led to imagine that there is a Roman Catholic policy on this matter. There is not. If we attend to such Catholics as are interested in and vocal on the matter, we notice that, like ancient Gaul, they are divided into several parts. I have so attended, and I find some "con" and some "pro," both equally convinced and equally vehement. It is quite obvious in all the articles I have read from Catholic pens or in talk from Catholic tongues that both sides are intensely earnest to protect all children; but one side thinks that a federal handling of the matter is not the American style and is neither necessary nor safe, while the other side is equally certain that the federal handling of the matter in the way contemplated by the amendment is the only sure way.

You will find the sides fairly represented by the publications America and The Catholic Worker. I do not think either periodical will be considered lacking in vigor; yet neither impugns unworthy motives to the other for all their espousal of opposite sides. There may be some kind of moral in that.

The only thing I am interested in here is to make clear to your readers that the Catholics as a body have no policy in this matter. On the principle of the sacredness of all children they do agree,—as many million dollars say quite vociferously every year in this country.

Delighting to sign myself a Catholic *sine addito*,

St. Francis Xavier Parish, Phoenix, Ariz. Robt. S. Burns, S.J.

Uncle Alec Regarding Illusions

To the Editor: If I had to get from New York to Chicago with the only available vehicle a taxi, and a respectable gentleman offered to go fifty-fifty as far as Buffalo, I should certainly take him up. I might consider inducing him to keep on to Cleveland or even all the way. Neither of us might want to make the Pacific Coast.

I don't pretend to know how far the President means to go, but so far he seems headed right. Perhaps he is moving as far and as fast as the machine he has in charge will travel safely. If I could, I would be glad to help him. I certainly will not throw any steel tacks in the way of his tires, nor put water in his gasoline. Nor will I sneer if one of the chauffeurs he hires gets a flat.

I know a Model T, vintage of 1926, which with a careful driver is still good for two hundred miles a day at 30 mph, but no one can make an ancient Ford into a Lincoln or a Rolls-Royce over night.

Chicago Commons Alexander Johnson

Placing Out Delinquents

To the Editor: At present the value of foster-home placement for delinquent boys and girls is seriously questioned though in my opinion it is a method which we know too little about to draw final conclusions. Experimentation has been limited because agencies have all they can do with children who offer no perplexing evidence of maladjustment. A few private agencies have tried with small success to place delinquents in private homes. But those efforts have been too often characterized by mediocre inexperienced supervision or have been part of a case load too big for the most efficient worker to swing. When the desired result is not obtained the intake committee says, "This boy represents problems that we are unable to handle." Experience leads me to believe that with constant effort the right type of home can be found for almost any boy. What we need is better understanding of this method of treatment and more public support for its wider use. I believe that county bureaus of public welfare should have units for handling problem children through which gradually the boys often designated as delinquent could be placed in foster homes with the kind of home-finding and supervision that would give the largest chance of success. Another approach would be through the pioneering work of a private organization. With the trend toward curtailment of local public funds, the only hope at this time seems to be that private organizations will take hold of the matter and make more than a half-hearted job of it. David Prichard

Illinois Children's Home and Aid Society

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GOSSIP: of People and Things

Pugsley Prizes

THIS year, as last, the editorial committee of the National Conference of Social Work, Jessie Binford, Chicago, chairman, found itself unable to choose among the many papers presented at the annual meeting by professional social workers, one and only one as "the most important contribution to the subject matter of social work." So again it has divided the Pugsley award of $250 and voted equal honors—and cash—to Mary van Kleeck for her paper, Our Illusions Regarding Government (see The Survey, June 1934, page 190) and to Eduard C. Lindeman for his paper, Basic Unities of Social Work. Last year, it will be recalled these prizes went to Neva R. Deardorff and Antoinette Cannon, which seems to make it unanimous not only for New York but for a certain well-known address in East 22 Street. Can it be that behind those handsome bronze doors lurks a social-work brain trust?

MORRIS R. LAMBIE, professor of political science at the University of Minnesota and identified with the relief administration in that state, has been invited by the American Municipal Association to spend a large part of the coming year attending economic conferences in various European cities.

COMMUNITY Chests and Councils, Inc., cheerfully announces that its 1934 Mobilization for Human Needs will open on September 28 with all the fanfare that a White House setting can give it. Newton D. Baker will again head the general committee and Mrs. Franklin D. Roosevelt the women's committee.

THE fifth annual alumni conference of the New York School of Social Work, 122 East 22 Street, New York, produced two such provocative papers that the school has published them both in its July Bulletin, copies of which are available without charge as long as the supply lasts. The papers are Problems the Public Welfare Field Presents to the Professional Social Worker, by Ruth Taylor, commissioner of public welfare, Westchester County, New York, and Competence and Leadership by Porter R. Lee, director of the School.

AS director of its newly formed Welfare Federation, Yonkers, N. Y., has called Bent Taylor from the Oranges and Maplewood, N. J., where for the past six years he has been associate director of the Welfare Federation and director of the Council of Social Agencies.

AN exhibit of American and European housing developments which meet the requirements of low rentals will be held at the New York Museum of Modern Art, October 15–November 15, under the auspices of the New York City Housing Authority, the Welfare Council, the Lavenburg Foundation and other interested agencies. In connection with the exhibit will be a catalog with brief analyses of housing accomplishments in various European countries and of the aims of the low-cost housing movement in the United States. Beginning October 16 there will be a conference to discuss A National Program for Low-Cost Housing. If Uncle Sam doesn't begin laying bricks pretty soon his ears may burn.

BACK to his alma mater, Massachusetts Institute of Technology, will go, in the fall, Edwin S. Burdell of Ohio State University to take the professorship of sociology in the department of economics and social sciences. Professor Burdell was graduated from MIT in 1920. In his years at Columbus he has made a notable record in his community service as well as in teaching. He was a member of the Ohio State Commission on Unemployment Insurance and at one time chairman of the Municipal Housing Committee of Columbus. He organized and heads the Ohio Emergency School Administration which has some 89,000 persons enrolled in its various projects.

Wilkommen!

IT is good news that Hertha Kraus, formerly director of the Department of Public Welfare of Cologne, Germany, is putting down roots in this country where for the past several months she has been a guest of the Russell Sage Foundation and the Family Welfare Association of America. Announcement is now made by the Carnegie Institute of Technology, Pittsburgh, of her appointment to a professorship in the Department of Social Work, where, during the next year, she will teach eight courses: community, social legislation, community resources for social work, administration of social agencies, public welfare organization, recent history of social work in Europe, principles of state insurance and a general seminar on social work of today.

JUSTIN MILLER, since 1930 dean of the school of law at Duke University, whom two state conferences of social work, California and North Carolina, claim as past-president, has yielded to the blandishments of Washington and accepted appointment as special assistant to the attorney-general in the preparation and argument of cases in the Supreme Court.

EVART G. Routzahn will, on October 1, retire from the active staff of the Russell Sage Foundation of which he has been a member for twenty-two years. Happily this means no diminution of his service to the many and varied extra-mural activities with which he has long been identified. Social work and public-health education will continue to enjoy his contribution to their graphic and popular interpretations.

AFTER a good deal of part-timing with the Pennsylvania School of Social Work, Jessie Taft has burned her sixteen-year-old bridges with the Philadelphia Children's Aid Society and become a full-time member of the faculty. Of the change she says: "It is not that I am tired of planning placements for dependent children. I can conceive of no occupation more absorbing, more completely satisfying in its sense of reality. . . . I leave it because it has become almost an indulgence, I love it so much. Teaching is for me the unconquered, undeveloped territory where I may . . . make a more definitely technical contribution to social work before I leave it."

As successor to the Rev. William B. Millar, its recently retired general secretary, the Greater New York Federation of Churches has elected the Rev. Robert Wyckoff Searle, since 1930 associate pastor of the Madison Avenue Presbyterian Church, and organizer of the Yorkville Civic Council of some forty-five neighborhood social agencies.

THE Tacoma and Pierce County, Washington, Conference of Social Work, combined business and pleasure by holding its two-day annual meeting in a summer camp. More than a hundred people had such a good time that they voted to make it annual. Discussion revolved around a text of Mary E. Richmond's: "Study to develop your organization to its point of intersection with the other services and social activities of your community."

ANOTHER presidency besides that of Community Chests and Councils, Inc., has fallen to John Stewart Bryan of Richmond, Va., who was recently elected president of the College of William and Mary, Williamsburg, Va., succeeding the late J. A. C. Chandler. Mr. Bryan, president and publisher of the Richmond Times-Dispatch, was, it is said, led to accept the appointment on account of interesting plans for the college in connection with the restoration of the historic city of Williamsburg. He has been a rector of the college for a number of years and is a member of the General Education Board.

Ladies of the FERA

THE FERA field staff, hitherto leaning heavily on the masculine side, has veered over to the feminine by the appointment of a corps of field relief supervisors to assist the regional field representatives in "tightening up case-work procedure so that relief will not be given to persons not entitled to it, to help in developing increased efficiency in relief distribution, to reduce relief rolls and to raise standards where necessary." Appointments so far, with more to follow, are: Marie Dresden, formerly administrator for Texas; Edith Foster, formerly with the Wisconsin ERA; Mary Irene Atkinson, State Department of Public Welfare, Ohio (part-time with the FERA); Eva Hance, Council of Social Agencies, Los Angeles; Lola Howard, formerly with the Missouri ERA and Gertrude Gates, formerly with the Arkansas ERA.

Josephine Brown, formerly of the Family Welfare Association of America, now director of field relief service of the FERA, will coordinate the work of the field relief supervisors.

SOCIAL workers who want, via their own fraternity, to know the latest word on housing matters should touch base with Abraham Goldfeld, AASW, 130 East 22 Street, New York, who is secretary of the newly formed subcommittee on housing of the Association's Committee on Federal Action in Social Welfare. Rev. John O'Grady is chairman; other

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members, Homer Borst, Helen Crosby, Douglas Falconer, Helen Hall, David Holbrook, Dr. Hertha Kraus, Linton Swift and Walter West. The committee proposes to follow the constantly changing federal situation in relation to housing and to act as a clearing-house of information to all interested social workers.

KATHRYN E. MAXFIELD of the Perkins Institution, Watertown, Mass., and long associated with the American Foundation for the Blind, has been appointed director of the Arthur Sunshine Home, Summit, N. J., where she will engage in special study of the needs of preschool children with visual handicaps. Dorothy Snell Murphy, RN, continues as superintendent of the institution.

THE Russell Sage Foundation has announced the election of three new members to its board of trustees, Joseph P. Chamberlain, Morris Hadley and Lindsay Bradford, the latter to the place made vacant by the death of Dwight W. Morrow.

Professor Chamberlain has occupied the chair of public law at Columbia University, New York, since 1922. He has for years been active in social-work organizations, one of his happiest connections, to our mind, being that of vice-president of Survey Associates. He is the American member of the High Commission for Refugees from Germany organized through the League of Nations and was recently appointed by President Roosevelt as the American representative on a committee of government experts known as the Special Temporary Committee on Assistance to Aliens, an official advisory body to the League of Nations. Mr. Bradford is a banker, a trustee of Barnard College, and, to name only one of many social-work affiliations, a member of the board of the New York COS. Mr. Hadley, youngest member of the board, also associated with the COS, is a son of the late President Hadley of Yale.

In addition to its three new members the board of trustees of the RSF now include: Lawson Purdy, Johnston de Forest, Frederic A. Delano, John H. Finley, John M. Glenn, Mrs. Frederic S. Lee, Mrs. Finley J. Shepard and Harold T. White. Shelby M. Harrison is general director.

HARVARD UNIVERSITY will have Prof. Niles Carpenter of the University of Buffalo as visiting lecturer on sociology during the first semester of the coming academic year. Professor Carpenter retains his directorship of the curriculum of social work at Buffalo with Paul T. Benjamin acting as vice-chairman of the policy committee during his absence.

COME September Anna M. Pyott will step up from the Central Branch of the Brooklyn YWCA, where she has been general secretary for eight years to the post of executive secretary of the whole Brooklyn YW with its seven branches.

THE Rev. Matthew L. Fortier, after seven years as dean of the School of Sociology and Social Service of Fordham University, N. Y., has retired on account of ill health. Succeeding him is the Rev. Edward S. Pouthier, for two years assistant dean, who counts foreign universities in his background as well as administrative and educational experience in American social work. A new member of the faculty is Anne King, who comes from the School of Applied Social Science, Western Reserve University, as associate professor of social case work. Beginning this fall the school will be called Fordham University School of Social Service.

THE US Indian Service is in the market for community workers in four classifications with entrance salaries ranging from $1620 to $3800. Applications must be on file with the US Civil Service Commission, Washington, not later than August 21. Full information from the US Civil Service Board of Examiners at the post office or custom house in any city or from the commission in Washington.

DEATHS

HUGH FRAYNE, an associate of the late Samuel Gompers and for many years a leader in the American Federation of Labor, died recently in New York. Among his many interests was a deep concern for prison reform for his service to which the National Committee on Prisons and Prison Labor awarded him a medal.

THE American Red Cross is mourning the death of Frank J. Brunner, editor of The Courier, and in a particular sense its creator, since it was he who in 1925 made it over from a small weekly bulletin into a magazine of form and character. H. C. Thompson, former newspaper man of New York and San Francisco, succeeds to the editorship.

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